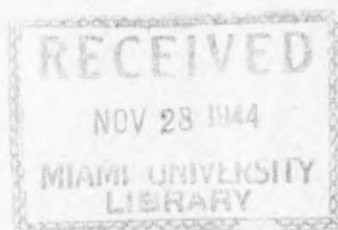


# Social Security Bulletin

October 1944

Vol. 7

No. 10



*Unemployment Compensation in the  
Reconversion Period*

*New Developments in Workmen's Compensation*

*War Mobilization and Reconversion  
Act of 1944*

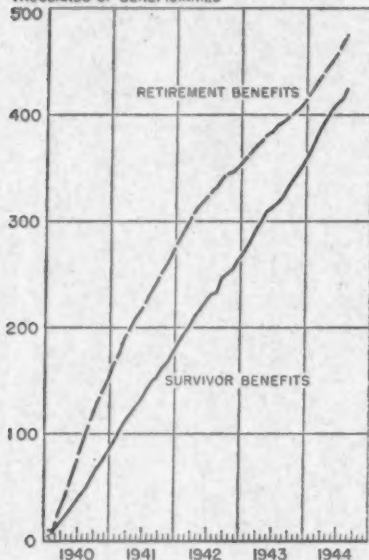
FEDERAL SECURITY AGENCY

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

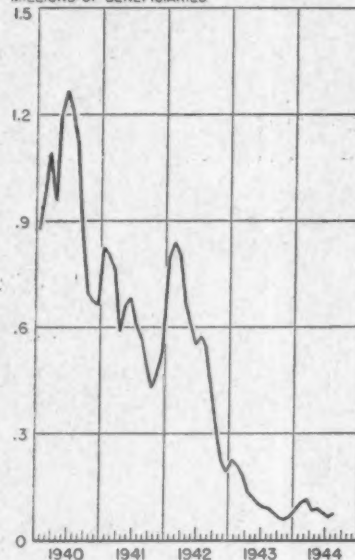
# Social Security Operations\*

OLD-AGE AND SURVIVORS INSURANCE  
THOUSANDS OF BENEFICIARIES



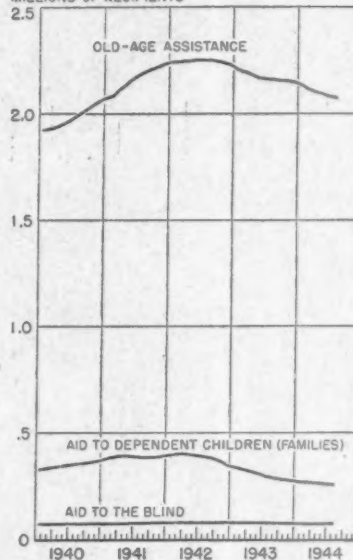
INDIVIDUALS RECEIVING PAYMENTS

UNEMPLOYMENT COMPENSATION  
MILLIONS OF BENEFICIARIES

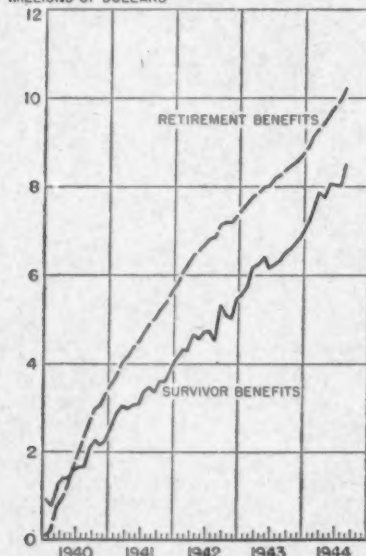


PUBLIC ASSISTANCE

MILLIONS OF RECIPIENTS

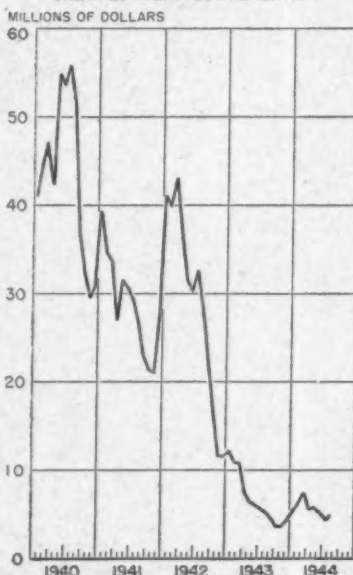


OLD-AGE AND SURVIVORS INSURANCE  
MILLIONS OF DOLLARS



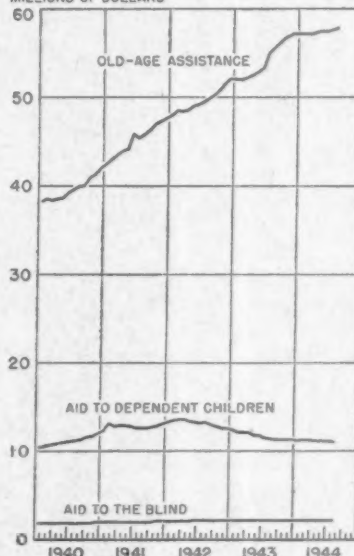
SOCIAL SECURITY PAYMENTS

UNEMPLOYMENT COMPENSATION  
MILLIONS OF DOLLARS



PUBLIC ASSISTANCE

MILLIONS OF DOLLARS



\*Old-age and survivors insurance, beneficiaries for whom payments were certified and amounts certified during month; unemployment compensation, weekly average number of beneficiaries for the month and gross benefits paid during the month under laws of States and Territories; public assistance, recipients and payments in the continental United States under all State plans.







# Social Security Bulletin

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## Social Security in Review

### The Month in Review

IN OLD-AGE AND SURVIVORS insurance, more monthly benefits were awarded in August than in any other month since December 1940, and the number of lump-sum awards to survivors of deceased insured wage earners was considerably more than in any previous month. The increase in awards of monthly benefits was nearly offset by increased terminations and other withdrawals from the benefit rolls, however, and both the number and monthly amount of benefits in force at the end of August were only 2 percent larger than at the end of July; both were about one-fourth larger than at the end of August 1943.

A special study of family benefits, reported elsewhere in this issue, shows that at the end of 1943 monthly benefits were in force for individuals in 561,600 different families. More than two-thirds of the families were those comprising an aged worker or an aged worker and one or more dependents who were beneficiaries. The rest of the families represented survivors of deceased insured workers, preponderantly family groups of a widow and one or more child beneficiaries. The average family benefit in force ranged from \$12.30 a month for a child beneficiary alone to \$50.50 for a family consisting of a widow and three or more child beneficiaries.

Although the number of persons applying for account numbers began to fall off in the third quarter of 1943, an estimated 71.3 million living persons held account numbers at the end of June 1944, almost 5 million more than in June 1943. They represented 67.1 percent of the estimated popula-

tion 14 years and over, as against 63.2 percent a year earlier. During that same period, the proportion of all boys and men who held account numbers moved up from 79.4 to 81.5 percent, while that of girls and women increased from 47.0 to 52.8 percent. At the end of 1941, only some 36 percent of the women in the population held account numbers.

UNEMPLOYMENT BENEFIT DISBURSEMENTS, after reaching the lowest point of the year in July, moved upward in August, contrary to the usual mid-

summer trend. While total disbursements increased in 9 States in July, in August 28 States reported increases. Despite the rise in payments in the country as a whole, and a corresponding increase in the weekly average number of beneficiaries, the August totals were still below comparable totals for August 1943; the weekly average was 19 percent lower, while the total amount, reflecting for the most part higher wages and steadier employment in the base period of many claimants, was only 7 percent less. The claims load in the country as a whole showed relatively little change from July, but there were wide differences among the States.

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PUBLIC ASSISTANCE activities in August showed little change from the levels of recent months. The number of recipients continued to decline slightly in all four programs. A decrease in the total expended for aid to dependent children almost offset an increase for old-age assistance, but general assistance payments went up sufficiently to raise total expenditures in the continental United States slightly above the July figure. As in the preceding 9 months, the total amount was also higher than payments for the same month of the preceding year. The increase from July in expenditures for old-age assistance was the largest in any month of 1944, and the decrease for aid to dependent children was the largest in the past 12 months.

*Statement of Executive Director on  
Aid to the Physically Handi-  
capped*

"The Social Security Board believes that social insurance against permanent and temporary disability is needed in the United States and that such a program is administratively feasible and desirable," Oscar M. Powell, Executive Director of the Board, declared in testifying on September 7 before the Subcommittee to Investigate Aid to Physically Handicapped, of the House Committee on Labor. "In addition," Mr. Powell said, "the Board believes that the insurance method should be used to provide protection against medical and hospital costs." Mr. Powell's testimony stressed the need for both preventive and rehabilitative services as well as provision for an adequate cash income for individuals already handicapped. "Factory inspections, safety work, medical examinations, medical care and public health services are all part of essential preventive activities . . . Closely allied to such preventive work is the field of rehabilitation, education and placement of handicapped individuals . . . Finally, institutional care is necessary for particular individuals." Such services, as well as social insurance and public assistance, "are essential in dealing with our problem. Each should be perfected to make its maximum contribution to meet our needs."

*Report of War Mobilization Director*

In his report to the President on September 9, James F. Byrnes, Director of War Mobilization, outlined steps to inaugurate cut-backs in war production and remove all possible Government controls, to clear the way for civilian production after the fall of Germany, emphasizing that "The effectiveness of any plans for the transition from war production to peace production will depend upon our ability to provide jobs for the workers who will be displaced by the reduction in war production." While fear of prolonged unemployment following V-E day has been exaggerated, Mr. Byrnes declared, "It is inevitable that in some particular industries and in some communities there should temporarily be reduced employment."

"Unemployment compensation is our first line of defense against unemployment. In view of the failure of the Congress to provide for more liberal benefit payments by the unemployment compensation systems of the States through supplemental appropriations by the Federal Government, there will be some States in which the payments will be very inadequate, particularly in view of the increase in the cost of living since such payments were established by those States.

"The weekly benefits were established several years prior to the war. If they were adequate then, they are inadequate now. The State systems have, during the war, as a result of increased contributions and reduced expenditures, accumulated reserves of five and one-half billion dollars. That is fortunate. But the objective of the system is to provide a defense against unemployment and not merely to accumulate money. The States should act now to liberalize the benefits and make the State systems serve their true purpose.

"I still hope the Congress will reconsider its action in rejecting the plan suggested by me that the maximum weekly benefit should not be less than a stated percentage of the workers' previous wages or \$20, whichever is the lower; should be paid for as long as 26 weeks and the coverage be extended to include workers where the number of employees is less than eight."

*British White Paper on Social Insurance*

In its White Paper on Social Insurance, published September 25, the British Government rounds out its proposals for a comprehensive economic policy for the years of peace and reconstruction. Its earlier White Paper on Employment Policy outlined a program for maintaining a high and stable level of employment after the war. The White Paper on a National Health Service proposed a comprehensive and unified program of medical care for the entire population. The present Paper, issued in two parts, offers a comprehensive program of social insurance, supplemented by family allowances, and a separate though allied program to cover the risks of disablement and loss of life through industrial injury.

The proposed program, which represents the Government's recommendations for effecting most of the proposals set forth in the Beveridge report of November 1942, would extend the scope of the present system both by increasing all existing types of benefits and by covering, on a compulsory basis, the entire population.

Family allowances are proposed for all children in the family after the first. Insurance benefits comprise sickness, invalidity, unemployment, and maternity benefits, retirement pensions, widows' benefits, orphans' benefits, injury allowances, industrial pensions, and death grants.

In its program, the Government adheres to the principle that benefits must be earned by contributions—"one of the essential features of British social legislation." As proposed in the Beveridge report, contributions would vary for different groups of the population—employees, the self-employed, housewives, all other adults, children, and people over working age—and for men and women.

The family allowances would be financed wholly from general taxation. The insurance benefits would be financed partly by contributions of the insured persons and, in the case of those gainfully employed, their employers; the balance would be met from taxes.

The details of the proposed social insurance program and a comparison with the Beveridge plan will be outlined in the November BULLETIN.

## Unemployment Compensation in the Reconversion Period: Recommendations by the Social Security Board\*

AFTER 7 MONTHS of congressional consideration of reconversion problems by five important committees, Congress has decided that the major responsibility for unemployment compensation during the reconversion period rests with the States. In making its decision the Congress was impressed by the testimony of many State administrators and governors. What is equally important is that unemployment compensation became front-page news. During the summer months hardly a day passed without long reports concerning unemployment compensation and reconversion appearing prominently in all the large metropolitan newspapers and in many others. There seemed general agreement among business, labor, government interests, and the press on the major role that unemployment compensation was to play in the reconversion period. The differences arose about methods of accomplishing that single purpose.

The Senate Special Committee on Post-War Economic Policy and Planning in reporting on "Changes in the Unemployment Compensation System" on June 23, 1944, stated:

"In the case of some of the individual States, the Committee feels that the benefits might well be somewhat higher . . . It points out, however, that more adequate State benefits would do much to weaken the argument for federalization of the State systems and the Committee respectfully recommends that the States survey their situations in the light of the generally increased wage scales and in the light of the greatly increased reserve fund.

"The evidence before the Committee leaves little doubt of the adequacy of unemployment compensation funds to meet any possible drain on them . . .

"The Committee also feels that there should be brought under the State systems all classes of workers

\*Recommendations for improvement of State unemployment compensation legislation in the 1945 State legislative sessions, sent by the Board to State unemployment compensation agencies.

which, within the limits of administrative possibility can be brought under them . . .

"If developments prove that the unemployment compensation system as now constituted is inadequate to take care of any situation that may arise in the future, steps can then be taken to supplement it, but the integrity of that system should be preserved unless any proposed change is demonstrated to be imperative."

Senator George, reporting on S. 2051 for the Committee on Finance on August 3, and Mr. Doughton, reporting for the Ways and Means Committee on August 21, concurred in the conclusions of the Special Senate Post-War Committee.

The House Special Committee on Post-War Economic Policy and Planning in its third report issued August 14, 1944, stated:

"The Committee believes that 'unemployment compensation' is the principal means of protection which the Government can provide for the unemployed worker.

"A study of the provisions of the several State laws, however, indicates that if adequate protection is to be provided, there should be increases in the duration of benefits and in the weekly amounts in most States . . . The Committee strongly urges the State authorities to give immediate consideration to improving the State laws, particularly with respect to increasing the duration and level of benefits.

"The Committee also feels that the unemployment compensation law should be extended to cover groups which are not now included such as Federal Government employees, maritime workers and employees of concerns having less than eight workers."

The 1945 State legislative sessions will thus be of historic importance, for they will come at a time when fighting on the European front will probably have ceased or be approaching an end and when curtailment of war contracts will have already begun on a large scale. The economic problems of the next few years have been

foreshadowed by the tremendous impact the war has had on our economy. Since 1940 our Nation has almost doubled the amount of goods and services produced annually. The tremendous industrial expansion necessary to do this job was accompanied by the greatest mobilization of human resources in the history of our country. Our labor force, including the armed forces, totaled about 57 million in July 1940; by July 1944, 66.6 million people were available for civilian or military work. This rapid growth in the labor force includes roughly 7 million "emergency workers"—individuals who ordinarily would be housewives, students, or in retirement—who have been drawn into employment. The armed forces grew from under 1 million in the middle of 1940 to over 11.5 million by the middle of 1944. Employment rose from 48 to 54 million over the 4-year period; absorption of the "emergency workers" and of most of the 8.5 million unemployed more than offset losses to the armed forces.

The war has caused not only overall expansion but also tremendous shifts in our labor force. Workers formerly employed in peacetime employment in automobile production, in the services, and trades went into war production. They migrated from the interior toward the coastal and Great Lakes States. Figures on employment expansion in individual industries show the magnitude of the change that has taken place in our economy. Factory employment in aircraft construction was 17 times greater in the spring of 1944 than in 1939; 14.5 times as many employees were engaged in shipbuilding; almost 3 times as many workers were making electrical machinery; and more than twice as many were making other types of machinery. These industries, and others, face sharp curtailments when wartime needs diminish.

The immediate future, whether it brings with it defeat of one or both of the Axis members, will usher in a period of vast reorganization. The problem of reconversion will be less difficult if the war ends in two stages. Even in this event, however, many individuals who helped us realize our astounding production levels will be thrown out of jobs. At the very best



if reconversion is perfectly smooth, unhampered by any material shortages or hesitancy on the part of businessmen, many of these workers will be without work for short periods of time. Foreseeable difficulties in the reconversion process may increase the number and duration of their unemployment. As a result, the situation facing the State legislatures will be different from that faced at any time since the inception of the unemployment compensation program. Next year, for the first time, the State legislatures will be confronted with the prospect of rising unemployment and with a going unemployment compensation system. Changes made in the program then will be done in the light of expected post-war economic developments. It is not idle speculation to state that, for the first time, the individuals insured under the program will scrutinize the program differently from the way they did when the program was just starting or they did in the last few years when they were more than fully employed. They will be affected in this scrutiny by comparison with veterans' readjustment allowances. In 1945, our program will have its first real test. In that year, the action of the State agencies and the State legislatures will indicate whether unemployment compensation is to play a major role in the reconversion period or whether other more drastic and less desirable measures will have to be taken.

In taking no action on the basic organizational structure of the Federal-State program, Congress has indicated that it was the responsibility of the States, and not the Federal Government, to provide adequate protection during reconversion to workers who become unemployed. What is probably more important is the extent to which all interests in the community are placing major emphasis on the unemployment compensation system to do that job. No better system exists to protect workers who are part of the labor market during their periods of unemployment between jobs than employment security—the public employment service and unemployment compensation. It is the function of that system to know where new jobs are developing, to direct unemployed workers to these jobs, and, if no suitable work is available for

them, to pay them benefits until they are reemployed. If the system is to perform its necessary task, the benefits should be sufficient to permit unemployed workers to maintain themselves without recourse to other community resources, and they should provide sufficient differential from the wages a worker receives when he is fully employed as not to retard the taking of work. They should be paid for a period long enough to tide the individual over temporary unemployment between jobs and to give the individual the assurance of security that is necessary if he is to continue his search for work and remain an employable member of the labor force. Yet the period should not be so long as to result in demoralization of the individual and the development of work-shy habits.

Because the unemployment compensation system provides for periodic payments of benefits to workers who are part of the labor market and expect to remain in the labor market during their periods of temporary unemployment, it offers a mechanism peculiarly sensitive to changing labor-market conditions and capable of affecting greatly the level of unemployment and employment in the country. For that reason, organized groups in the community will be far more interested in substantive changes in the system, once it is fully operating in a period of unemployment, than in any other social insurance system. It is no idle prophecy to say that workers will have as much at stake in a change in the major provisions of the law during the reconversion period as they had in wage-stabilization policies during the war period. Far-sighted employers will recognize in the system a means of maintaining purchasing power and employment at less personal cost than many other competing measures. Properly balanced, unemployment compensation should provide a bulwark to private enterprise that cannot readily be obtained in other ways. With benefits equal to a specified percentage of wages, unemployment compensation provides the basic flexibility that is needed without introducing rigidities into the economy or increasing the volume of unemployment in the country.

This is not to say that unemployment compensation should take the

place of a well-developed plan of full employment, or that planning for the improvement of unemployment compensation is necessarily predicated on a defeatist philosophy. As the fourth report of the House Special Committee on Post-War Economic Policy and Planning, issued September 8, 1944, indicated:

"The goal of post-war economic policy is the creation of conditions favorable to the expansion of our peacetime production, so that the national labor force will be gainfully employed and the national income will be adequate to sustain an active market for goods and services, with improved living conditions.

"For the attainment of post-war prosperity, we must look to the efforts of private enterprise, its management, and its labor force. The role of the Government is essentially to provide the setting in which these efforts will have the best prospects of success. At the same time it is the obligation of the Government to take direct public measures for the protection of its citizens against the economic hazards which are unavoidable in a progressing economy that preserves freedom of private enterprise and individual opportunity—especially during the difficult period of transition from production for war to production for peace."

In the tasks that lie ahead, it will be the responsibility of the States, as expressed not only by Congress but by representatives of the States themselves, to make the unemployment compensation program effective in the post-war period—effective for unemployed workers, for private enterprise, and for the community in general. The coverage of the laws should be extended to many workers not now included under unemployment compensation. Benefit rates must be increased in order to reflect the rise in weekly wages. Duration of benefits should be lengthened in order to lessen the possibility that, during the reconversion period, workers will exhaust benefits before they are reemployed. The disqualification provisions need amendment in order that they not continue to nullify the purpose of the program, which is to compensate for involuntary unemployment. Consideration should be given to the payment of benefits to persons

who have worked in covered employment and who, upon becoming unemployed, undertake training which will enhance their opportunity for employment. Administration should be simplified in order to expedite the payment of benefits, reduce the difficulties of employer reporting, increase the understanding of workers, and reduce administrative expenses. Finally, there needs to be a closer relationship between the administrative agencies and the beneficiaries of the program—workers, employers, and the public—if it is to continue to develop and meet the needs of the community.

This year more than ever before, the changes that will come up for consideration at the State legislative sessions will be changes that involve the substantive provisions of State laws, and not merely technical changes to clarify provisions or remove inconsistencies. These substantive changes will affect the beneficiaries of the program, for they will determine who will be eligible for benefits and under what conditions, what benefits they will receive, and for how long. They will affect the employers contributing to the system, for they will determine the tax rates that employers pay directly as well as the economic setting, so basic to the future of private enterprise. They will affect the community at large in determining the need for other measures to protect its citizens against the hazards of unemployment. It would be well for every State agency to discuss its legislative proposals with its advisory council, since these proposals will be matters of public policy and need public support and public understanding.

### Coverage

There is now general agreement that unemployment compensation needs to be extended to many groups not now included in the system. State agencies should review carefully the degree to which existing unemployment compensation coverage can be extended. They should compare the size-of-firm exclusions under their workmen's compensation laws to see whether unemployment compensation coverage is more limited. Attention should be centered on the proportion of gainfully employed wage and salaried workers now included

under the unemployment compensation system and the significance of the excluded groups in the State economy.

Although the employed workers covered by State unemployment compensation laws increased from 20 million in 1938 to nearly 31 million in September 1943, many workers are still not included under any unemployment compensation law. Among the more important groups still not covered are employees of small firms, maritime workers, government employees, agricultural labor, and workers of nonprofit institutions. While the States can extend coverage to many of these groups without congressional action, some of the groups, such as Federal workers, cannot be covered by a Federal system or included under the State systems without specific congressional authorization. State and local government employees, however, should be included by any State able to do so. Because of the particular employment characteristics of the maritime industry, a Federal system seems more appropriate for this group.

Three million workers are still without coverage because they work for small employers. While workers employed by these small firms have generally not had the same increase in wages as those employed by large firms, many of them, also, will lose their jobs in the post-war reconversion period, either because a returning veteran has a prior right to the job or because of the difficulties that the small businessman is likely to face in this period. The job of covering employers of one or more has already been accomplished by the old-age and survivors insurance system and by 13 State unemployment compensation systems. This need be no great administrative burden on employers, since they are already reporting under the old-age and survivors insurance program.

Another large group of workers not now protected by unemployment compensation laws are agricultural workers. In their search for new jobs, they, too, need the type of protection offered by an unemployment compensation program. Every State which feels capable of doing so should extend coverage to agricultural labor; if the administrative task of includ-

ing all agricultural labor is too great at this time, at a minimum, workers on industrialized farms should be included. The work on such farms is in many ways similar to work in manufacturing establishments. The administrative task of including these workers under an unemployment compensation program should create no difficult problem.

### Weekly Benefit Amount

Although the average weekly benefit amount for total unemployment rose from \$10.66 in 1939 to \$13.84 in 1943, and to \$15.87 in the second quarter of 1944, it has not kept pace with the rise in weekly wages. This is primarily because of low maximum benefit amounts in State laws. At the present time, 22 State laws still contain a \$15 maximum and in only 1 State is it more than \$20. The low maximum benefit amounts have had the effect of reducing benefits to a large proportion of claimants to something far less than 50 percent of weekly wages, the general level for other eligible workers. In 1943, 44 percent of all benefit payments for total unemployment were at the maximum specified in the State law. In 9 States, more than 60 percent of the payments were at the maximum. All 4 States paying 72-85 percent at the maximum specified a maximum of \$15. State agencies might well examine the proportion of payments being made at the maximum. If that proportion is high, the maximum weekly benefit amount has been set too low to reflect local wages. Estimates that have been made indicate that, on the average, workers eligible for the maximum amount receive only about 25-30 percent of previous earnings; for some high-paid workers, the percentage would be nearer 15-20 percent. Benefits at such rates constitute meager compensation for wage loss and run the danger of being too low to carry the individual through his period of unemployment without drawing on other community resources.

With benefits fixed as a percentage of wages, the maximum weekly benefit amount might well be raised to \$25. Raising the maximum benefit would not result in having some workers eligible for more in benefits than they receive in wages while working

but would result in having many more high-paid workers receive in benefits the same proportion of wages as low-wage workers now do. It will therefore not deter individuals from taking suitable work. Increasing the maximum benefit amount will not only be more equitable, by increasing the proportion of workers who will be compensated for something like half their wage loss, but will also be a recognition of the increased cost of living (particularly for the family man, who is generally the best wage earner) and will give much greater assurance that the unemployment benefit will be sufficient to enable him to get along without drawing on other community resources until opportunity comes for reemployment. It will also ensure a better adjustment to local wage levels, especially in the high-wage States. At the present time, maximum benefits are higher in Georgia and Louisiana than in Ohio and Oregon, yet average weekly earnings in the third quarter of 1943 were \$27.82 in Georgia, \$33.69 in Louisiana, \$45.55 in Ohio, and \$46.96 in Oregon. Certainly these provisions do not reflect adjustments to local conditions. Of the 16 States with average weekly wages above \$40 in the third quarter of 1943, three have maximum benefits of \$15, two of \$16, five of \$18, five of \$20, and one of \$22.

Another way of adjusting benefits to meet the needs of this period would be to relate benefits not only to past earnings but to the claimant's dependents. Since size of family is one of the basic sources of insecurity, benefits during unemployment might well reflect this fact. Seven State workmen's accident compensation laws provide dependents' allowances for temporary unemployment due to industrial injury. Dependents' allowances are simply a method of obtaining maximum utilization of available funds at a minimum cost. If the States do not wish to include provision for dependents' allowances, however, but wish to raise the level of benefits, the simplest thing to do would be to raise the maximum weekly benefit amount for all persons.

#### *Duration of Benefits*

There is general agreement that in the reconversion period primary reliance is to be placed on unemployment

compensation to protect workers when they are unemployed and able and available for work. Yet, in 1941, a year of relatively good employment, 50 percent of the eligible workers exhausted their benefit rights before they were reemployed. It would be well to examine the experience of workers in each State and see how many workers exhausted benefits in previous years of relatively good employment. Such an analysis should indicate how strong a first line of defense each law has erected for the reconversion period.

There are, however, honest differences of opinion on the length of the period for which benefits should be paid. There is no categorical answer to this question. The duration of the benefits should be long enough to tide the worker over a temporary readjustment period. If the readjustment period takes on the aspects of a depression, and workers remain continuously unemployed with little chance of reemployment, mere extension of benefits will not serve the desired purpose. While no one knows how long the reconversion will take, there is no question but that 16 weeks of benefits is not long enough to tide workers over this period; yet only 23 States provide duration of benefits longer than that; no State provides duration of benefits of 26 weeks. These variations in duration of benefits in the State laws are not adjustments to local conditions; Alabama provides a maximum of 20 weeks of benefits, and Kansas and Washington, only 16, under a similar formula. Duration of benefits is longer in New York than in Pennsylvania or Illinois. Certainly 26 weeks' duration is not too long to give workers the needed assurance that unemployment compensation will tide them over this period. Nor is it so long as to demoralize the individual and make him work-shy. Mere extension of potential duration of benefits will not automatically provide benefits for longer duration; workers who refuse suitable work will still be disqualified from receiving benefits. Twenty-six weeks of benefits should go a long way toward giving the worker, business, and the community the assurance that unemployment compensation is performing its allotted task and that other measures will not be necessary for this period.

If we are to enter the reconversion period with the unemployment compensation system geared to handle adequately the unemployment problems with which we may be faced, it would be desirable to provide, not only for substantial duration of benefits, but for duration of benefits which is uniform for all eligible claimants. In 36 States the duration of benefits is related to the amount of employment or earnings which the individual had in a previous period, with a specified maximum duration. The other 15 States have uniform duration of benefits for all claimants. Nor are the existence of variable and uniform duration of benefits an adjustment to local conditions. Georgia, Mississippi, and North Carolina provide uniform duration of benefits; Louisiana, Texas, Missouri, and Arkansas do not; New York and Ohio provide uniform duration; Maryland, Michigan, and Pennsylvania do not. Uniform duration of benefits is simple to understand and treats all eligible workers within the State alike; consequently, it will go further to supply workers with that security which is needed and business and the community with a solid foundation upon which plans for economic prosperity must rest.

#### *Disqualifications*

One of the weakest features of existing laws is the disqualification provisions. The administration of these provisions, moreover, will be the most troublesome in the reconversion period. Workers will be changing jobs that they will have held for years. They may find newly acquired skills of little aid to them in a peacetime economy. Jobs will develop in localities far distant from the places in which they now live. Hours of work will change and with them the take-home pay. The entire labor market will be in a state of flux. These are the problems that will confront the administrator daily in his task of determining whether the individual is involuntarily unemployed and eligible for benefits. The need for simple disqualification provisions in the law, readily understood and acceptable by the public, will be more important than ever. It will be important, too, to have the appeals authorities representative of the interested groups in the community—labor and manage-



ment—in order that decisions are realistic and understandable and do not defeat the purpose of compensating for unemployment.

There is no place in the unemployment compensation program for imposing disqualifications for refusal of suitable work, voluntary leaving, and discharge for misconduct solely for punitive purposes. Disqualifications properly should prevent the payment of benefits for voluntary unemployment but never completely bar payments to eligible individuals who are involuntarily unemployed, able, willing, and available for work. Unemployment compensation should not be payable for periods of voluntary unemployment, but neither should it act to introduce rigidities in the system or hinder the free mobility of labor, especially in this period. Disqualifications might well be limited to a suspension of benefits for the weeks, up to 4 or 5, which immediately follow the act for which the individual is disqualified. Such suspensions are sufficient to deter workers from voluntarily becoming unemployed and to bar the compensation of voluntary unemployment. Cancellations or reductions in benefit rights, on the other hand, nullify the duration provisions and prevent the compensation of involuntary unemployment. By so doing they withdraw insurance protection from both business and workers and curtail the usefulness of unemployment compensation, particularly for the kind of economic period that is ahead. The administrators of the 28 State laws which contain provisions canceling all or a part of a worker's benefit right for a disqualifying act might well examine the decisions being made in the light of future reconversion problems and acceptable public policy.

In addition, good cause for leaving a job should not be limited to causes "attributable to the employer"; recognition should also be given to good *personal* reasons. As long as the worker is available for work, good personal reasons for quitting a job are just as valid as reasons "attributable to employers." The administrators of the 20 State laws containing such provisions should examine the implications of decisions they must make on mobility of labor, economic freedom of the individual, and compen-

sation for involuntary unemployment. Disqualification provisions should not be used to prevent individuals from relocating in new communities or attempting to better themselves by trying for more desirable jobs.

Lastly, the special causes of disqualifications, such as disqualifications of women who get married, or because of pregnancy, which have been written into many State statutes, should be removed or modified so such cases could be handled by State administrative action which appraises all the circumstances surrounding the individual case. While the elimination of such disqualifications from the statutes will increase the administrative burden on the State agencies, they will eliminate the inequitable treatment that now exists and fulfill the function of compensating the bona fide unemployment of individuals who are in fact able and willing to work and available for work.

#### *Payment of Benefits to Young People While Undertaking Training*

At the present time, the State laws require that a claimant for unemployment compensation must, in order to be eligible for benefits, be available for work. In the administration of this condition, State administrative authorities most commonly find that claimants who are full-time attendants at educational institutions are not available for referral to work and consequently are not entitled to benefits. Therefore, claimants who might otherwise undertake special training or return to regular school because they have little likelihood of finding jobs with the skills they now have may be deterred from doing so because benefits would be withheld for the weeks of school attendance. In the interest of promoting greater training in order to enhance opportunities for employment, States might give consideration to amending their laws or revising their administrative practices to permit the payment of benefits, if, though attending training, the individual is available for work and does not refuse suitable work without good cause. In such cases, the factors to be considered in determining whether the individual has good cause for refusing work should include consideration of whether the training will

enable the individual to obtain work at a higher skill.

#### *Administrative Simplifications*

One of the primary concerns during this period should be the simplification of procedures to reduce reporting burdens on employers, to expedite payment, and to promote public understanding. It will be important that benefits not only be adequate but that they be paid promptly. Much has already been done, but there is ample room for continued improvement if the program is to maintain the confidence and understanding of the public. One of the procedures that might aid greatly in the expeditious payment of benefits would be payment at the local level. Four States are already doing this and other States have been studying similar plans. Employers, especially large interstate employers, have complained about the burdens of variations in the forms used by State agencies for similar procedures—variations in reporting wages and contributions, in low-earnings reports, and separation reports. Simplification of such reports and uniformity where possible can go a long way toward relieving employers of unnecessary burdens and creating public confidence.

Public understanding can also come if employers, workers, and the public are more actively concerned with the development of the program. They should be made aware of the problems as they arise in detailed form. There is no better way to begin to build up this proper understanding of these problems than by having appeal tribunals representative of labor and employers hear and decide the troublesome daily issues that will arise during this period. If administrative proposals for amendment of the law are discussed with the State advisory councils, there is no question but that such proposals as are endorsed will have greater public support.

#### *Conclusion*

It is fortunate that we can face the reconversion period with ample funds to do the job that lies ahead and with staff skilled in the administrative jobs that must be done. When the 1945 State legislative sessions convene, more than \$6 billion will probably have accumulated in the State unem-

ployment funds. There seems general agreement that these funds are more than sufficient to withstand the reconversion period; that they are sufficient for a more adequate program in the immediate post-war period. For the few States that may run into difficulty, the provision for loans to the States incorporated in

the George bill is one step forward in provision for financial security to the State funds. There is every reason, therefore, why the States should examine their unemployment compensation programs now and make such changes as are desirable. Despite any differences of opinion concerning the best way of making

this program effective, we all know that improvements are necessary. An attempt has been made to outline those important aspects of the program which need primary attention. If these aspects are given attention now, the program will be in a far better position to make its maximum contribution in the post-war period.

## New Developments in Workmen's Compensation

By Verne A. Zimmer\*

IT IS NOW 33 YEARS since the first State workmen's compensation law became operative. The casual observer might point with pride to the fact that 47 States<sup>1</sup> now have workmen's compensation acts—the Mississippi legislature has again defeated the most recent of the long series of attempts to secure a compensation law in the forty-eighth State—but the serious analyst may well be somewhat discouraged by the relatively slow progress in developing anything approaching adequate protection under the acts in many of the States. Indeed, in many jurisdictions the acts are little changed from the original laws of 30 years ago.

For example, 28 of the acts are still of the elective type, and only 19 are compulsory. Under the elective form, employers can accept the workmen's compensation act or reject it, as they see fit. True, under most of these elective acts the rejecting employer loses certain common-law defenses if an injured employee brings action for personal injury. This legal device, intended as a potent means for persuading "acceptance" of workmen's compensation protection by management, however, is no particular threat to the little employer, who is judgment-

proof, or to the large employer, on the other hand, who rejects the act and then insures his common-law liability under a so-called Lloyd's of London protective plan. This stubborn adherence to the elective system is a hang-over of an outmoded theory that compulsory State laws are unconstitutional, but a trend to the compulsory form is already under way. Within the past 2 years, Delaware, Massachusetts, and Michigan have changed from elective to compulsory compensation laws.

### Size-of-Firm and Industry Exemptions

Of perhaps more concern to the American workman, however, is another defect in the workmen's compensation structure common to many State acts. That is the device of exempting small employers from workmen's compensation liability. Today 29 jurisdictions exempt employers of less than a stipulated number of employees. The exemptions range from employers of not more than 2 in Oklahoma to employers of 15 or less in South Carolina. The new Massachusetts law exempts employers of 6 or less from the compulsory feature of the act.

There is no logical justification for these numerical exemptions other than legislative expediency. Actually the injured worker or his widow has a much better chance of redress in court action against the noninsuring large employer, who is generally solvent, than against the little employer, who frequently is unable to pay a judgment that is entered against him. To put the matter bluntly, I believe that an employer engaged in business for pecuniary gain, who is un-

able to meet the expense of workmen's compensation coverage for even one employee as a charge against his product or service, should keep out of business.

This exemption by size of firm, in conjunction with another device of exempting specific industries, means that today, in 1944, probably not more than half of the gainfully employed workers in the United States actually are protected against loss of earnings occasioned by work injuries. In appraising the present protective status of our workmen's compensation laws it should be kept in mind that almost all States exempt agricultural employees from coverage, and yet, in 1942, deaths from accidents in agricultural employment greatly exceeded those in manufacturing industries (4,400 to 3,100).

### Court Administration

In an appraisal of workmen's compensation statutes, the important factor of administrative methods and facilities is too often overlooked. It can be accepted as axiomatic that no compensation law is better than its administration. Unfortunately, a realistic survey of the situation reveals that, in this factor too, some early unfortunate concepts and errors which had their origin in lack of experience have been carried over. Six States still adhere to court administration of workmen's compensation, which in effect means no administration. This statement is no reflection on the integrity of the courts. It is a simple recognition of the fact that courts are neither equipped nor organized to carry out effectively the multitude of details incident to the proper administration of workmen's compensation laws. There is no more reason for using courts of law for administration of workmen's compensation acts than there is for the administration of unemployment insurance acts. As a matter of fact, court administration

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<sup>1</sup>Laws are also in operation in the District of Columbia, Alaska, Hawaii, Puerto Rico, and the Philippines. This discussion is limited to the 47 State laws.

of workmen's compensation is a contradiction of principle, because the major objective of such laws was to eliminate court practice with its attending delays, formalities, and fees.

### *Direct Settlement Procedure*

Some other serious defects in our workmen's compensation laws persist despite the fact that experience points to a need for change. One of the most outstanding of these, in my opinion, is the direct settlement or agreement procedure still common in many State laws. This procedure was born of inexperience and the understandable difficulty of the original framers in visualizing the potential dangers of the device. The plan was seemingly based on the naive assumption that the extent of the disability and the amount of compensation due could be determined simply and without controversy and that, once the employer or his insurance carrier had been handed a schedule of benefits adopted by the legislature, the administrator needed only to put the seal of approval on the agreements as submitted. The system has one virtue, and only one. It is cheap. That is to say, it is cheap for the State. That it is expensive for the worker was unquestionably proved to the satisfaction of the legislature of the State of New York, after an investigation and a scrutiny of the settlement agreements in that jurisdiction.

What the originators of the plan did not envision were such practical points as these:

1. Very few injured workmen know the provisions of the workmen's compensation act or what they are entitled to under its terms.
2. The system takes no account of the fact that the determination of extended disability is a matter of judgment and appraisal by a physician, whose estimates, particularly in measuring permanent injuries, are of extreme importance. An underestimate by an examining physician can and does mean underpayment to the worker for his permanent partial disability. That fact was disclosed pointedly and painfully in the New York investigation of direct settlements, when a reexamination of permanently injured workers who had signed agreements and accepted settlements disclosed underpayment ag-

gregating many thousands of dollars in less than 200 cases.

Despite this reliance upon agreement settlements through which a large percentage of the claims are closed with nothing more than perfunctory scrutiny or review by the administrative office, most of the State compensation agencies are understaffed and underequipped to handle their work promptly and properly. Legislatures have been consistently restrictive in appropriating funds for workmen's compensation administration. In some States, the practice of levying assessments on premium income to supply administrative funds has greatly helped in securing adequate staff and facilities. Today, however, nearly all the State compensation agencies lack the one most important facility for equitable adjudication of disability claims—a full-time medical staff to measure disability and resolve the ever current and difficult questions of causal relation. Experienced administrators know that in 95 out of every 100 cases the major issue hinges on a medical finding. Yet the only medical findings on which settlements are effected in hundreds of thousands of workmen's compensation cases in this country are those of physicians employed by employers and insurance companies.

### *Scale of Benefits*

A major factor to consider in appraising the status of workmen's compensation acts is, of course, the scale of benefits incorporated in the law—not only the monetary payments to the disabled workers or their dependents but also the important provision of medical service. I have pointed out that the form and quality of administration greatly influence the actual benefits that reach the workers, and it is impossible to overemphasize that point. At the same time, it is clear that liberality of interpretation and diligence in administration cannot, for example, increase a widow's benefits which are fixed by statute at a low level. No administrator can go beyond the fixed statutory weekly limit in awarding compensation to a disabled worker. Not only do we find today wide variations in benefits among the different State acts, but in many instances unfortunately there has been little change

from the standards established a generation ago.

Simply to illustrate this point, and without any critical inference whatever, let us take the theoretical case of two widows whose husbands met death in industrial accidents—one in Vermont and the other across Lake Champlain in New York. Let us say that each of these men was earning \$40 a week and each widow was left with five small children to care for. The Vermont widow gets an award for death benefits payable weekly for a maximum of 260 weeks, or exactly 5 years following the death of her husband. No matter how high her husband's weekly wage had been or how many children or dependents she has to support, the total amount of compensation payable to her during that 5-year period must not exceed \$3,500. That is the maximum that the employer or his insurance carrier is obliged to pay for this industrial fatality under the Vermont compensation law.

Over on the other side of the lake, the New York widow receives an award of about \$36 a month for herself, and an additional allowance for each child until he reaches 18 years of age. Her own allowance would continue for life or until she remarried. The actuarial money value of the New York widow's claim would be somewhere around \$18,000 to \$20,000.

Another example will illustrate the variations in medical benefit provisions, again as between these two adjoining jurisdictions. A workman in upper New York sustains a fractured pelvis, an injury usually requiring an extended healing period and expensive surgical care. Since he was injured on the New York side of the line, he receives medical and hospital service without limit as to either time or cost; whether it means a year in the hospital or \$10,000 in medical service makes no difference. But if this worker lived and worked in Vermont, he would be entitled to medical service only for a period of 60 days and at a cost not exceeding \$75. He would also be entitled to hospitalization for a period of 60 days, but not to exceed \$300 in cost. With a light touch of liberality the Vermont law provides that if the \$75 doctor allowance is not used up, the balance may be applied on the hospital bill.



Similar illustrations could be made between many other States having close kinship geographically and industrially, and with comparable standards of wages and living costs. Only 9 State laws place no limitation upon medical service, either as to length or cost. In 14 other States, however, the administrative agency is given authority to extend medical service indefinitely.

### *Occupational Disease Coverage*

While some progress has been made in recent years with respect to workmen's compensation benefits for occupational diseases, only 15 States cover all diseases incident to work exposures, and some of them only if the employer specifically elects to be covered under the act. Twelve others provide partial coverage through

scheduling or listing specific diseases. In 1 of the 12, this schedule consists of just one industrial disease—silliosis. There are at this time, therefore, 21 States, including Mississippi, in which workers disabled by diseases or health exposures in their employment are wholly without workmen's compensation protection.

I mentioned that in many jurisdictions the benefit levels have remained about as they were set 25 years ago, when wages and living costs were far below what they are today. In 21 States the maximum weekly compensation payable to disabled workers is less than \$20. In one State it is \$13.85.

This picture of the present inadequacies in our workmen's compensation structure is by no means overdrawn. A more detailed study would reveal other important shortcomings. Workmen's compensation laws were

designed primarily for the benefit of the workers. It is the workman and his widow and dependents who suffer most through low-scale benefits, delayed payment of claims, restricted coverage, and indifferent administration of workmen's compensation acts. It seems to me that the best investment a State labor organization can make would be the full-time employment of a workmen's compensation specialist, detailed to the job of analyzing the State act, studying its administrative methods and procedures, and observing and appraising performance of administrators. It should then supply the membership with clearly stated and basic information about their compensation rights, and about the specific features of the compensation acts that fail to afford decent protection to injured workers and their widows.

## War Mobilization and Reconversion Act of 1944: An Analysis of the "George Bill"

By Wilbur J. Cohen and Jessica H. Barr\*

THE WAR MOBILIZATION and Reconversion Act of 1944—the "George Bill"—became law with the President's signature on October 3. The act (Public Law 458) sets up an Office of War Mobilization and Reconversion, comparable to the Office of War Mobilization, which it supersedes. The Director of the new Office has authority for unifying and coordinating all governmental programs relating to war mobilization and peacetime reconversion. Placed within the Office and under the Director's general supervision are the Office of Contract Settlement, created by the Contract Settlement Act of 1944; the Surplus Property Board, created by the Surplus Property Act of 1944;<sup>1</sup> the Retraining and Reemployment Administration, established by title III of the reconversion act; and the Surplus War Property and Retraining and Reemployment Administrations, both created by Executive orders, if these

administrations are in existence after the Office of War Mobilization ceases to exist.

The act also amends the Social Security Act by establishing a Federal unemployment account in the unemployment trust fund, and by adding a title XII to the Social Security Act, which sets forth provisions under which funds may be advanced to the States from this account. Finally, the act authorizes the Federal Work Administrator to make loans or advances to States and other non-Federal public agencies to aid in financing the cost of investigations and studies, surveys, and other preliminary activities relative to the construction of public works.

In signing the act, the President declared that while it was satisfactory so far as it went, "I feel it my duty to draw attention to the fact that the bill does not adequately deal with the human side of reconversion. When I signed the G. I. Bill on June 22d last, I expressed the hope that 'the Congress will also take prompt action, when it reconvenes, on necessary legislation which is now pending to facilitate the development of unified programs for the demobilization of

civilian war workers, for their reemployment in peacetime pursuits, and for provision, in cooperation with the States, of appropriate unemployment benefits during the transition from war to peace.' The bill is not adequate to obtain these ends.

"Provisions, which were in the bill as it passed the Senate, to provide transportation for war workers from the place of their employment to their bona fide residence or to the location of new employment arranged by the workers were omitted in conference. So also were the provisions, in the bill as it passed the Senate, ensuring appropriate unemployment compensation to Federal workers.

"Moreover, the bill fails to prescribe minimum standards to govern the amount and duration of unemployment benefits which should be paid by the States to all workers unavoidably out of a job during the period of transition from war to peace.

"We have rightly committed ourselves," the President added, "to a fair and generous treatment of our G. I. men and women . . . to a prompt and generous policy of contract settlement to aid industry to return to peacetime work . . . to support farm prices at a fair level during the period of reconversion. We should be no less fair in our treatment of our war workers.

"I am glad to know," he concluded, "that the Chairman of the House Ways and Means Committee has announced

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<sup>1</sup>The Surplus Property Act of 1944 also was approved by the President on October 3 (Public Law 457).

that his Committee will give consideration to further amendments of the Social Security Act after recess and I hope that the deficiencies which I have pointed out in the bill before me will be promptly rectified."

### Provisions of the Reconversion Act

The first of the act's six titles establishes the Office of War Mobilization and Reconversion, headed by the Director of War Mobilization and Reconversion, who shall be appointed by the President, by and with the advice and consent of the Senate.

In addition to the agencies to be placed within the Office, under the Director's general supervision, all executive agencies are to furnish information and reports required by the Director, who will "to the fullest extent practicable . . . perform the duties imposed upon him through the facilities and personnel of other executive agencies."

The act does not contain any specific provisions relating to the Director's functions concerning mobilization for war but permits these functions to continue to depend on the delegation of powers from the President. Title I stipulates that, in addition to these delegated powers for war mobilization, the Director shall formulate the plans necessary to meet the problems arising out of the transition from war to peace; coordinate all activities of the various executive agencies which deal with these problems—developing procedures for informing each executive agency of proposals and plans which are being developed or carried out by other executive agencies, and settling controversies arising in the development and administration of such plans; and recommend such legislation as is necessary to carry out the plans developed.

He shall also, on the basis of reports prepared for him by the executive agencies, determine the need for simplification, consolidation, or elimination of the emergency war agencies; for the termination or establishment by law of agencies which exist under Executive order only; and for the relaxation or removal of emergency war controls.

In addition, he is to institute a study, for submission to the Presi-

dent and the Congress, on the present manpower functions of the various executive agencies and to develop a program for their reorganization and consolidation. The Director is to report quarterly to the President and to Congress on the activities of the Office of War Mobilization. "Such reports shall summarize and appraise the activities of the various executive agencies in the field of demobilization and post-war adjustment," and may include proposals for legislation.

Title I also creates an advisory board consisting of 12 members, appointed by the President, by and with the advice and consent of the Senate. Management, labor, agriculture, and the public shall have representation on this board, whose general function will be to advise with the Director on war mobilization and reconversion and to recommend to him legislation, policies, and procedures. The Director is also to consult and cooperate with State and local governments, industry, labor, agriculture, and other groups.

The title also authorizes the Director to employ necessary personnel and purchase necessary supplies and services within the funds made available. Except for Deputy Directors and "expert administrative, technical, and professional personnel," the officers and employees of the Office are to be employed subject to the civil-service laws.

Title II deals with resumption of civilian production. This title declares that "The War and Navy Departments shall not retain persons in the armed forces for the purpose of preventing unemployment or awaiting opportunities for employment," nor shall prime contracts for war production be continued merely to provide employment.

Curtailement of war production or termination of war contracts is to be integrated and synchronized with the expansion, resumption, or initiation of production for other war purposes and for nonwar use. The Director is responsible for establishing policies to be followed by the contracting agencies in selecting contracts for curtailment, nonrenewal, or termination, and shall establish policies providing for consultation between the executive agencies, war contractors, and labor to obtain the most effective use of the

released facilities and manpower in other war production or in civilian production.

When production for nonwar use is authorized, on a restricted basis, the restrictions imposed shall not be such as to prevent any small plant from participating in such production. A percentage of the materials allocated for production of any item for nonwar use shall be reserved for the exclusive use of small plants.

This title also directs the Attorney General "to make surveys for the purpose of determining any factors which may tend to eliminate competition, create or strengthen monopolies, injure small business, or otherwise promote undue concentration of economic power in the course of war mobilization and during the period of transition."

Title III establishes by statute the Retraining and Reemployment Administration, previously created by Executive Order 9427, and provides for a Retraining and Reemployment Administrator appointed by the President, by and with the advice and consent of the Senate. The Administration shall have "general supervision and direction of the activities of all existing executive agencies (except the Veterans Administration and the Administrator of Veterans' Affairs) authorized by law relating to retraining, reemployment, vocational education, and vocational rehabilitation for the purpose of coordinating such activities and eliminating overlapping functions of such agencies." The Administration shall confer with State and local agencies in charge of existing programs in these fields, for the purpose of coordinating the Federal activities with their activities.

### Amendments to the Social Security Act

The first section of title IV amends section 904 of the Social Security Act by establishing in the unemployment trust fund a separate account to be known as the "Federal unemployment account," and authorizing appropriation to this account of (1) a sum equal to the excess of taxes collected before July 1, 1943, through the Federal unemployment tax over the total unemployment administrative expenditures made before that date; (2) for the fiscal year 1945, and for each follow-

ing fiscal year, a sum equal to the excess of taxes collected in the preceding fiscal year under the Federal Unemployment Tax Act over the total unemployment administrative expenditures made in such year, and (3) such further sums as may be necessary to make advances to the State accounts, as provided in the new title XII of the Social Security Act.<sup>3</sup> Any amounts in the Federal unemployment account on October 1, 1947, and any amounts repaid to the account after that date, shall be covered into the general fund of the Treasury.

During the course of the legislative consideration of these provisions of the bill it was estimated that approximately \$400 million would become available under (1) and an additional amount of approximately \$100-150 million per fiscal year under (2).

Section 402 of the reconversion act amends the Social Security Act by adding Title XII—Advances to State Unemployment Funds—providing that if, on June 30, 1945, or on the last day in any ensuing calendar quarter which ends prior to July 1, 1947, the balance in a State's account in the unemployment trust fund does not exceed the total contributions deposited by the State in the fund during that 1 of the 2 preceding calendar years in which such deposits were higher, the State shall be entitled to have transferred from the Federal unemployment account to its account in the trust fund a sum equal to the amount by which the unemployment compensation paid out by the State in the calendar quarter ending on such day exceeded 2.7 percent of the total remuneration paid during that quarter which was subject to the State unemployment compensation law.

<sup>3</sup>This section of the bill also provides that in computing the total amount of taxes collected prior to July 1, 1943, under title IX of the Social Security Act, there shall be deducted "the sum of \$40,561,886.43 which was authorized to be appropriated by the act of August 24, 1937 (50 Stat. 754)." This amount was collected by the Federal Government from employers in 15 States which did not enact State unemployment compensation laws in sufficient time to take advantage of the credit against the Federal tax for the calendar year 1936. The amount was refunded by depositing it in the States' accounts in the unemployment trust fund in 1938.

The Social Security Board, on application of a State unemployment compensation agency, is authorized to determine whether the conditions under which the transfer of funds is authorized have been met, and to certify to the Secretary of the Treasury the amounts for transfer. Amounts transferred to the account of any State from the Federal unemployment account are to be treated as an advance, without interest, to the State unemployment trust fund and shall be repaid to the Federal unemployment account from the unemployment fund of that State to the extent that the balance in the State's account in the unemployment trust fund, at the end of any calendar quarter, is greater than the total contributions under the State's unemployment compensation law during that 1 of the 2 preceding calendar years in which such deposits were higher. The Secretary of the Treasury shall, after the end of each calendar quarter, transfer from the State's unemployment account to the Federal unemployment account the amount required to be repaid by the State.

#### *Public Works and Miscellaneous Provisions*

Title V provides for advances to States and their agencies and political subdivisions to cover the necessary costs of advance planning for public works, exclusive of housing. The funds shall be allotted by the Federal Works Administrator among the several States in the following proportion: 90 percent in the proportion which the population of each State bears to the total population of all the States, and 10 percent according to his discretion; except that the allotment to any State shall aggregate not less than one-half of 1 percent of total funds available for allotment, and that no loans or advances shall be made with respect to any individual project unless it conforms to an over-all State, local, or regional plan approved by State, local, or regional authority. The advances to any public agency shall be repaid when the construction of the planned public works is undertaken, and any repayment shall be covered into the Treasury as miscellaneous receipts.

Title VI, dealing with miscellaneous provisions, defines the terms "execu-

tive agency" and "contracting agency" for the purposes of the act, authorizes the appropriation of "such sums as may be necessary or appropriate to carry out the purposes and provisions of this act," and stipulates that the provisions of this act shall terminate on June 30, 1947.

#### *Legislative History of the Reconversion Act*

Behind the act lay a long, complicated, and stormy legislative history, particularly, as the President pointed out, in the provisions which came to be called the "human side of reconversion," principally provisions for expanding the Federal Government's responsibility for improving unemployment compensation, which were turned down by both the Senate and the House, and those for furnishing transportation to war workers and extending unemployment compensation to Federal workers, which were accepted by the Senate but not the House.

#### *Senate Debate*

Shortly after issuance of the Baruch-Hancock report on February 15 of this year<sup>4</sup> Senators George and Murray on February 22 introduced a bill, S. 1730, called the Industrial Demobilization Act of 1944. The bill created an Office of Demobilization, established general policies for its operation, and provided for the settlement of claims arising from terminated war contracts and for the disposal of surplus Government property; no provisions relating to unemployment compensation were included.<sup>5</sup> The bill was referred to the Senate Committee on Military Affairs.<sup>6</sup>

<sup>4</sup>War and Post-War Adjustment Policy, S. Doc. 154, 78th Cong., 2d sess.

<sup>5</sup>On April 7, James F. Byrnes, Director of War Mobilization, suggested Federal legislation "to supplement existing State unemployment benefits to the extent necessary to give workers, during the transition from war to peace, suitable unemployment benefits to be prescribed in a federal demobilization law." "Preparations for Peace on the Home Front," *Proceedings of the Academy of Political Science*, Vol. 21 (May 1944), p. 126.

<sup>6</sup>The provisions for settlement of claims arising from terminated war contracts were handled finally in the Contract Settlement Act of 1944, approved July 1, 1944 (Public Law 395). The provisions for the disposal of surplus Government property also were handled in separate legislation.



On March 29, Senator Kilgore introduced S. 1823, which was also referred to the Military Affairs Committee. This bill created an Office of War Mobilization and Adjustment and set up machinery to coordinate the disposal of surplus war property, provide for return to civilian production, and establish a unified program of training and reemployment. Free education or training of not more than 4 years for ex-servicemen and of not more than 6 months of full-time study or its equivalent for civilian workers was to be furnished, with a maintenance allowance during the period of training or study of \$50 a month (\$75 if the individual had one or more dependents). Another provision liberalized the Mustering-Out Payment Act of 1944.

This bill also proposed to pay the transportation costs of war workers from their last previous residence to new jobs, as a means of facilitating the recruitment, training, transfer, and placement of workers and servicemen. This provision, which became one of the moot points during the long period of legislative discussion and debate, was contained in all the various versions of the bills sponsored by Senator Kilgore (S. 1823, S. 1893, S. 2061) and, though not in S. 1730 as originally introduced, it appeared in a Committee revision of that bill and was included in the George bill, S. 2051 as passed by the Senate. All these bills also provided for the cost of transportation of dependents and household effects, if necessary. In all the Kilgore bills, the provision covered ex-servicemen as well as war workers; in the George bill as passed by the Senate, it was restricted to civilian workers who had been employed in activities essential to the war effort. The Kilgore bills provided that such transportation allowances should not exceed the travel allowances already established for Government employees; the George bill added an over-all limit of \$200 for any one worker and dependents.

S. 1823 also contained the second of the two controversial proposals, that of Federal interim placement benefits for all honorably discharged servicemen and all civilian workers, if they had registered with and were reporting regularly to a public employment office or other designated agency, and

were able to work and available for suitable work. Civilian workers were eligible for benefits if, within the 12 months immediately preceding the date when the provisions became applicable, they had earned not less than a specified amount in employment covered by title II of the Social Security Act or in government employment—Federal, State, or local—or if they had been employed with substantial regularity for not less than 6 months in agricultural labor. The proposed benefits were at the rate of \$20 per week for each week of total unemployment if the person was without dependents, \$25 if he had one dependent, \$30 if he had two, and \$35 if he had three or more; for civilian workers, however, the amount could not exceed 80 percent of regular weekly earnings. Provision was made for the deduction from such Federal interim placement benefits of any State unemployment insurance payments for the same period of unemployment.

The provision for Federal interim placement benefits, with variations and changes, was carried in all subsequent Kilgore bills. In all these bills, moreover, the provisions covered substantially all unemployed persons—veterans and others. On May 3, Senator Kilgore offered on the Senate floor what later became S. 1893 as a substitute for S. 1718 dealing with the settlement of claims arising from terminated war contracts. The Senate rejected this proposal on May 4. Senator Kilgore's second bill, S. 1893, substantially a revision of S. 1823, was introduced on May 4 and referred to the Committee on Military Affairs. The bill was issued as a revised Committee print on June 9. Nine other Senators had joined Senator Kilgore as co-sponsors.

Senator Murray also issued, on June 9, a Committee print revision of S. 1730.<sup>\*</sup> In addition to certain changes in the provisions for coordinating demobilization and curtailing or terminating war contracts, the revised S.

1730 included certain new provisions. One authorized payments for transportation of war workers to new jobs or to the place of their bona fide residence prior to their migration to war employment. Another set up a Federal unemployment reinsurance account in the unemployment trust fund, and amended the Social Security Act by inserting a new title (XII) for the reinsurance of State unemployment funds through outright grants to States when State funds dropped below a specified level.

The bill did not propose Federal interim placement benefits but, rather, amendment of the Internal Revenue Code to set up certain minimum standards on amount and duration of benefit payments under existing State unemployment compensation laws, which must be met before employers could obtain tax-offset credit. Any State which complied with these standards before July 1, 1945, either on the basis of an agreement with the Federal Government to make payments supplementary to those under its unemployment compensation law or on the basis of an appropriate amendment to its law, would be entitled to reimbursement from the Federal unemployment reinsurance account for the additional cost of such payments up to July 1, 1945. After that date benefit provisions meeting those standards would have to be included in State laws, if the employers of the State were to receive tax-offset credit, and all benefits payable under the State laws were to be financed from the State's account in the Federal unemployment trust fund.

The bill also provided for payment of unemployment benefits, in accordance with applicable provisions of State unemployment compensation laws, to persons employed by the Federal Government after September 16, 1940. The benefits were to be administered by State unemployment compensation agencies and financed from the Federal unemployment reinsurance account. The unemployment compensation provisions, and all accompanying amendments to existing legislation, were to expire at the end of the second full calendar year after the termination of hostilities.

On June 23 the Special Senate Committee on Post-War Economic Policy and Planning, of which Senator

<sup>\*</sup> For hearings on these two revised Committee prints see *Mobilization and Demobilization Problems*, hearings before the Senate Committee on Military Affairs, parts 7 (June 12) and 8 (June 9, 14, 15, and 16). See also part 10 (August 3 and 4) for hearings on later committee prints of these bills and on S. 2061.

George is chairman, issued a report (S. Rept. 539, part 5)<sup>1</sup> recommending extension of unemployment compensation coverage to Federal workers, the payments to be made through State unemployment compensation agencies and under State laws; amendment of the Federal Unemployment Tax Act to cover other excluded groups; and Federal loans to State unemployment compensation funds.<sup>2</sup> On August 1, when the Senate reconvened after a recess from June 23, Senator George introduced, as an amendment to the Social Security Act, S. 2051, "to effectuate the recommendations of the Special Committee" (S. Rept. 1035, page 1). This bill dealt only with the creation of a Federal unemployment account, loans to State unemployment funds, and the provision of unemployment compensation for Federal employees.<sup>3</sup> Except for substituting loans for grants, these sections were substantially the same as the comparable provisions in the amended S. 1730. S. 2051 did not include any provisions regarding standards on amount and duration of benefits. Since S. 2051 proposed amendments to the Social Security Act, it was referred to the Finance Committee, which has jurisdiction in matters relating to taxation, rather than to the Committee on Military Affairs. The Finance Committee reported out the bill on August 3, with only minor changes.

In the report accompanying the bill (S. Rept. 1035), Senator George said that the Finance Committee concurred "in the conclusions of the Post-War Committee that the administration of unemployment compensation laws should remain with the States and that the Congress should not interfere with State standards and State procedures." Of unemployment compensation for Federal employees, he said, "The Committee feels that this is a fair and proper extension of the unemployment compensation bene-

fits." He pointed out that the present unemployment compensation laws covered more than 30 million persons, the G. I. Bill had added some 11 million veterans, and passage of the present bill would extend eligibility to about 3.5 million additional workers.

On August 5, Senator Murray, for himself and Senator Kilgore, introduced S. 2061, which was referred to the Military Affairs Committee, approved by the Committee by a vote of 10 to 7, and reported out on August 5. The new bill contained the various provisions, some of them revised, which had been in the earlier Kilgore bills (S. 1823 and S. 1893): payment of travel expenses for workers and ex-servicemen; vocational education and training and payment of maintenance allowances; and interim placement benefits, set as a proportion of prior wages for civilians and as flat amounts for veterans. The amounts payable to veterans and the maximums payable to civilians were scaled according to the number of the beneficiary's dependents. The veteran with three or more dependents, for example, would receive \$35 a week as compared with the \$20 payable to any qualified veteran under the G. I. Bill.

In a report accompanying the bill (S. Rept. 1036), Senator Murray, for himself and Senator Kilgore, declared that the Military Affairs Committee, in recommending these provisions, "believes that it is essential that unemployment benefits be adequate to maintain a decent subsistence for the individual worker and his dependents, and holds that the purchasing power provided will be a prime factor in preventing a spiral of depression. . .

"The unemployment which appears during the transition period from war to peace will be the inevitable result of the cancelation of Government contracts. These dislocations in job opportunities are a necessary part of the national war effort. In drafting these provisions the Committee has been careful not to federalize existing State unemployment compensation systems. A period up to 2 years after the war is provided during which the Committee believes the States may well prove their ability to provide adequate benefits from State funds through local machinery which is preserved by this recommended legislation."<sup>4</sup>

On August 8 a minority report was issued as part 2 of S. Rept. 1036, by four other members of the Committee. Of the unemployment compensation sections of S. 2061, the minority members declared "In our opinion, the bill reported by your Committee will place a premium upon unemployment and will be an inducement to people to avoid work . . . The submitted bill purports to be a temporary measure, terminating 2 years after the cessation of hostilities, but no one could believe that once enacted it would not continue as permanent legislation. Under the guise of a temporary emergency, this title would completely federalize the Social Security Act and would permanently fix very high benefit levels." They recommended that, since passage of Senate George's bill (S. 2051) would "properly meet the subject of unemployment compensation," title III and all other parts of S. 2061 dealing with unemployment compensation should be deleted.

Debate on the two bills—S. 2051 reported out by the Finance Committee and S. 2061 from the Military Affairs Committee—"continued in the Senate until August 11, and during that time various amendments to the two bills were offered. On August 11 the Senate approved S. 2051, as amended by Senator George, rejecting an amendment offered by Senators Murray and Kilgore which inserted the provisions of S. 2061 into S. 2051."<sup>5</sup> Senator George's bill was adopted, 49 to 25. The Senate then added a few other minor provisions and passed the George bill, 55 to 19, which then went to the House.

### House Debate

As it went to the House, the bill was substantially in the form of the bill finally reported by the Conference Committee, except for two major

<sup>1</sup> The Committee recommendations were carried in the *Bulletin*, July 1944, pp. 2-3.

<sup>2</sup> The "G. I. Bill of Rights," which became law on June 22, established "readjustment allowances" for unemployed veterans at the flat rate of \$20 a week.

<sup>3</sup> See *Post-War Economic Policy and Planning*, hearings before the Special Senate Committee on Post-War Economic Policy and Planning, part 3, May-June 1944.

<sup>4</sup> See also Senator Wagner's statement of reasons for favoring the unemployment insurance provisions of S. 2061, *Congressional Record*, August 8, 1944, pp. 6856-6858.

<sup>5</sup> The Murray-Kilgore bill (S. 2061) as reported by the Committee was modified on the floor of the Senate by its sponsors. See *Congressional Record*, August 9, pp. 6895-6899, and August 11, p. 6976.

<sup>6</sup> A motion by Senator Maloney to recommit the bill to the Senate Committee on Finance was voted down, 14 to 59.

controversial provisions. The Senate bill contained both the provision for payment of transportation expenses for civilian workers, and that providing unemployment compensation for Federal workers.

The House Committee on Ways and Means reported the bill out on August 24, without provision for either unemployment insurance for Federal workers or transportation expenses for civilian workers. The House bill took the form of an amendment striking out all of the Senate bill after the enacting clause and substituting, as a Committee amendment, five new titles. In a report to accompany the bill (H. Rept. 1798), Representative Doughton declared that titles I and II of the Committee amendment—establishing an Office of War Mobilization and Reconversion and coordinating industrial demobilization and reconversion—followed closely most of the recommendations of the House Committee on Post-War Economic Policy and Planning (H. Rept. 1759); that title III followed closely the provisions of the Senate bill providing advances to the State unemployment accounts; and that title IV, planning for public works, followed closely the comparable provisions in the Senate bill. Title V contained miscellaneous provisions only.

In discussing the omission of unemployment compensation for Federal workers, the report said that a majority of the Committee were of the opinion that Federal employees should not be granted unemployment compensation until the provisions of the Federal Unemployment Tax Act had been broadened to cover, under the existing system, workers who are not now covered. The report also stated that if unemployment compensation were extended to Federal employees, for example, the seamen employed by the Federal Government would be eligible for benefits while seamen employed by private operators would not. The report went on to point out that "Inasmuch as the bill originated in the Senate, the general question of extending the coverage of the Federal Unemployment Tax Act cannot be considered in connection with this bill, because any measure extending coverage under that act would be a bill relating to the raising of revenues, which, under the Constitution, can

originate only in the House of Representatives. Thus, if unemployment benefits were extended to Federal employees under this bill, the discrimination would be inevitable."

Because of the many ramifications of this problem, the report continued, "the Committee determined to omit from this bill the provisions granting unemployment compensation to Federal employees, and to leave the whole subject for possible future consideration in a bill originating in the House relating to the matter of coverage of the Federal Unemployment Tax Act."

The House Committee report also contained the supplementary views of the 10 Republican members of the Ways and Means Committee and the dissenting views of 4 Democratic members. The supplementary views of the Republican members stated: "We of the Republican minority fully appreciate the benefits of a sound, well-rounded social security program . . . The bill, as it came to the House, put the cart before the horse in that it laid emphasis on unemployment and placed a premium on idleness. The first big job before us is to so adjust our peacetime economy as to give free rein to the American will to develop, build, and expand. In that direction lies security, opportunity, prosperity, and contentment for our people."

The dissenting views of the 4 Democratic members declared that S. 2051 "is not a bill—it is merely a skeleton . . . The provision for advances to the State unemployment insurance funds is completely inadequate . . . The section in the Senate bill providing unemployment compensation for Federal employees has also been stricken out by the Committee. This is a great injustice . . . We also believe that the existing provisions of some State unemployment compensation laws are inadequate, the amount of the benefits too low, the duration of the benefits too short, and the coverage too limited . . . We believe that unemployment insurance benefits should run for at least 26 weeks."

The debate on S. 2051 began in the House on August 29. On August 31 the House voted on Representative Dingell's amendments to substitute H. R. 5227 for S. 2051. H. R. 5227 was a modification of the Murray-Kilgore bill (S. 2061) considered in the

Senate. As in the bill as finally considered in the Senate, the Federal interim placement benefits were based on the weekly wages for civilian employees and were to equal 75 percent of such wages with a minimum of \$8 per week and a maximum of \$20 for an individual with no dependents and \$25 for an individual with one or more dependents. Benefits were to be provided for a duration of not more than 52 weeks in any 2 consecutive benefit years. Representative Dingell's substitute was voted down, 54 to 188.

An amendment by Representative Eberharter to include the Senate provisions with respect to transportation allowances in the House version of S. 2051 was defeated, 41 to 89. An amendment by Representative Forand to include the Senate provisions with respect to unemployment compensation for Federal employees in the House version of S. 2051 was ruled out of order, as was a similar amendment by Representative Keefe. Other amendments to the Social Security Act by Representatives Voorhis, Outland, and Jackson were also ruled out of order.

Debate on the measure was completed in the House on August 31, when the bill, virtually as reported out by the Ways and Means Committee, was passed by a vote of 162 to 39. Representative Doughton then moved that the House insist on its amendment and asked for a conference with the Senate.

### Conference Committee Reports<sup>13</sup>

On September 18 the House conferees returned to the House for instructions on the two provisions in the bill as passed by the Senate which had not been voted on by the House, since they had been omitted from the bill as reported by the Ways and Means Committee. The provision for unemployment compensation for Federal workers was voted down by a roll-call vote of 156 to 174, and that for paying transportation expenses of war workers was also voted down, 90 to 239.

<sup>13</sup>See *Reconversion*, a report to the President from Director of War Mobilization, James F. Byrnes, issued September 7, 1944 (S. Doc. 237). In this report Mr. Byrnes reiterated his previous recommendations for Federal legislation with respect to unemployment compensation (pp. 9-10).

(Continued on page 30)



# Public Assistance

## Recipient Rates

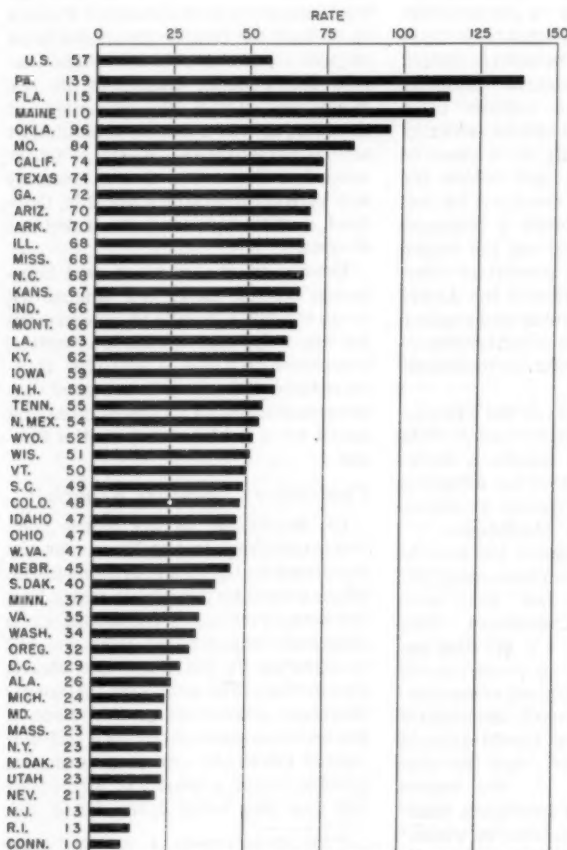
In the past 4 years, greater opportunity to obtain income from other sources has reduced the proportion of the various population groups receiving each of the special types of public assistance. The proportion of the total population receiving aid to the blind has dropped very slightly in the continental United States and in more

than half of the States. The number of recipients of old-age assistance in the United States was larger in July 1944 than in July 1940 but represented a somewhat smaller proportion of the greater number of persons aged 65 years or over. The proportions were smaller in more than three-fifths of the States. The proportion of children aided in the continental United States was only about seven-tenths as

large in July 1944 as in July 1940 and had dropped in three-fourths of the States (table 1). New or increased earnings of recipients, increased support from relatives, allowances and other payments to the dependents of persons in the armed forces, and benefits from old-age and survivors insurance had replaced assistance or made it unnecessary for many persons to apply for it.

Opportunities for new employment have been uneven. In certain States, these opportunities have had a two-

Chart 1.—Aid to the blind: Recipients in the continental United States per 100,000 civilian population, by State, July 1944<sup>1</sup>



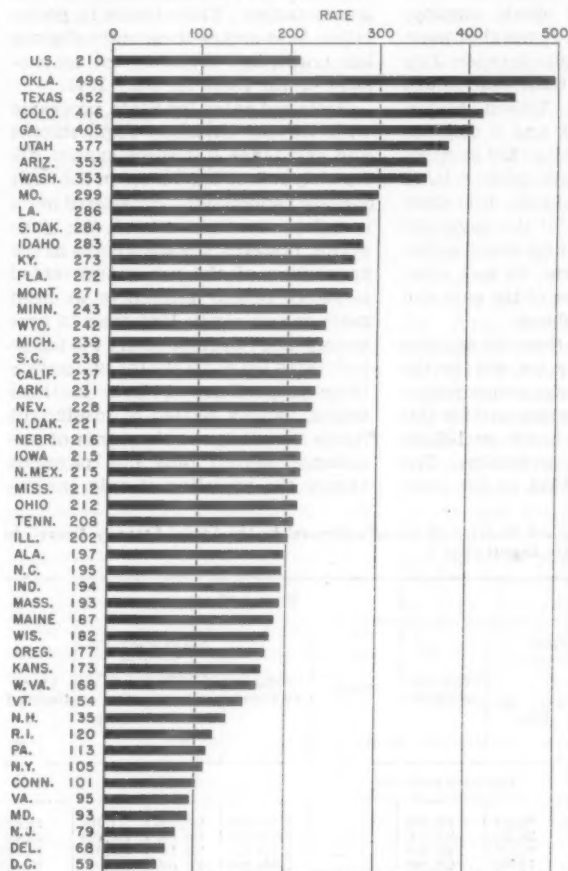
<sup>1</sup> Civilian population as of November 1943 estimated by the U. S. Bureau of the Census. For Nevada, Pennsylvania, and Missouri, rates are for programs administered under State law without Federal participation; for California, rate includes such program. Delaware does not administer aid to the blind.

Table 1.—Recipient rates for old age assistance and aid to dependent children, by State, July 1940 and July 1944

State rates <sup>1</sup>	States with specified rates in—	
	July 1940	July 1944
Old-age assistance		
Over 500.....	Oklahoma.....	Colorado, Georgia, Oklahoma, Texas.
400-499.....	Colorado, Utah.....	Arizona, Utah, Washington.
300-399.....	Arizona, Montana, Nevada, South Dakota, Texas.	Arkansas, California, Florida, Idaho, Illinois, Iowa, Kentucky, Louisiana, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Mexico, North Dakota, Ohio, South Carolina, South Dakota, Tennessee, Wyoming.
200-299.....	California, Florida, Idaho, Illinois, Indiana, Iowa, Kentucky, Louisiana, Massachusetts, Michigan, Minnesota, Missouri, Nebraska, North Carolina, North Dakota, Ohio, Oregon, South Carolina, Tennessee, Washington, Wisconsin, Wyoming.	Alabama, Arkansas, Connecticut, Delaware, Georgia, Kansas, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New Mexico, New York, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia.
100-199.....	Alabama, Arkansas, Connecticut, Delaware, Georgia, Kansas, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New Mexico, New York, Pennsylvania, Rhode Island, Vermont, Virginia, West Virginia.	Delaware, District of Columbia, Maryland, New Jersey, Virginia.
Less than 100.....	District of Columbia.....	Delaware, District of Columbia, Maryland, New Jersey, Virginia.
Aid to dependent children		
Over 50.....	Oklahoma.....	Oklahoma.
40-49.....	Colorado, Idaho, Louisiana, Utah.	
30-39.....	Arizona, Indiana, Maryland, Montana, Nebraska, Pennsylvania, Tennessee, West Virginia, Wisconsin.	
20-29.....	California, Kansas, Massachusetts, Michigan, Minnesota, Missouri, New Jersey, New Mexico, New York, North Dakota, Washington, Wyoming.	Colorado, Idaho, Illinois, Louisiana, Missouri, Montana, New Mexico, North Dakota, Pennsylvania, Tennessee, Utah, West Virginia.
10-19.....	Alabama, Arkansas, Delaware, District of Columbia, Florida, Maine, New Hampshire, North Carolina, Ohio, Oregon, Rhode Island, South Carolina, South Dakota, Vermont, Virginia.	Alabama, Arizona, Arkansas, Connecticut, Florida, Indiana, Iowa, Kansas, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Nebraska, New Hampshire, New York, North Carolina, Ohio, Rhode Island, South Carolina, South Dakota, Texas, Vermont, Virginia, Washington, Wisconsin, Wyoming.
Less than 10.....	Connecticut, Georgia, Illinois, Iowa, Kentucky, Mississippi, Nevada, Texas.	California, Delaware, District of Columbia, Georgia, Mississippi, Nevada, New Jersey, Oregon.

<sup>1</sup> Continental U. S. rates: old-age assistance, July 1940, 220; July 1944, 210; aid to dependent children, July 1940, 21; July 1944, 15.

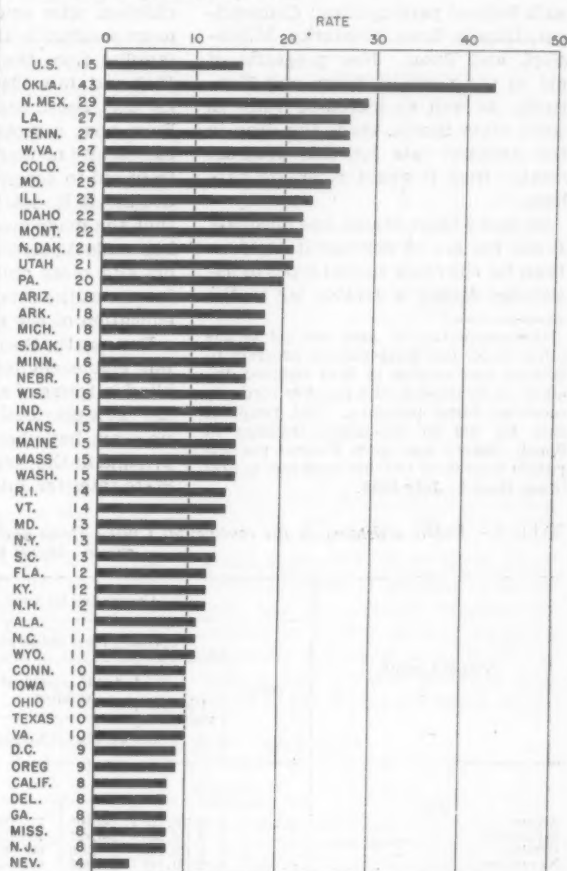
Chart 2.—Old-age assistance: Recipients in the continental United States—per 1,000 population 65 years of age and over, by State, July 1944<sup>1</sup>



<sup>1</sup> Population aged 65 and over as of April 1944 estimated by the Social Security Board. Rate may be understatement for some States because only 1 recipient is reported when a single payment is made to husband and wife, both 65 or over.

fold effect in reducing the proportion of the population receiving assistance. Extraordinary demands for workers in these States have permitted the removal of many former recipients from the rolls. Meanwhile, the population has been increased by new residents attracted from other parts of the country. Since employment was generally available during this period, however, the new population has not added appreciably to the assistance rolls. The conspicuous declines in recipient rates in a few States—especially in the rates for aid to dependent children in the Far West and in the District of Columbia—reflected in part an unusually large influx of families

Chart 3.—Aid to dependent children: Number of children aided in the continental United States per 1,000 children under 18, by State, July 1944<sup>1</sup>



<sup>1</sup> Population under 18 as of November 1943 estimated by the Social Security Board. For Nevada, rate is for program administered under State law without Federal participation; for Florida and Kentucky, rates include such programs.

from other States. In States with considerable loss in population the decrease in population base may have tended to raise recipient rates somewhat.

In some of the States, recipient rates have been lowered only slightly or not at all since 1940, in spite of increase in the income of many families. At the same time that some individuals in these States were leaving the rolls, the assistance agencies were adding needy persons for whom assistance had not previously been available. The number of children aided per family increased in many States after 1939 because Federal matching became available in August of that year

for assistance for dependent children 16 to 18 years of age if they were attending school. Age limits were raised by State legislatures as late as 1942.

In a number of States, funds earmarked for assistance have been increased since July 1940, so that it has been possible to expand programs that had remained underdeveloped because of insufficient funds. Pending applications for old-age assistance have been reduced from some 260,000 in July 1, 1940, to about the number currently under investigation—some 46,000 on July 1, 1944. The largest increases in the proportions of the population receiving aid to dependent

children occurred in States in which former State-local programs were replaced since July 1940 by programs with Federal participation: Connecticut, Illinois, Iowa, Kentucky, Mississippi, and Texas. New programs of aid to the blind in Texas and Kentucky, as well as increased rates in some other States, made the drop in the national rate for this program smaller than it would otherwise have been.<sup>1</sup>

In many other States, less adequate funds for aid to dependent children than for the other special types of assistance caused a greater lag in the

development of this program. Nevertheless, the larger number of persons in families receiving aid to dependent children who could obtain employment resulted in the removal of more families from the rolls between July 1940 and July 1944 than were added in the continental United States. Even now, a mother and 2 children can receive no more than \$30 monthly from aid to dependent children in 22 States; it is not unlikely, therefore, that the inadequacy of the payments has made it necessary for many mothers and older children to seek more income at the expense of the care and education of the children.

Because the Social Security Act does not define eligibility for aid to the blind in terms of an age group, recipient rates previously presented for this program have been based on 100,000 persons in the total population. The State rates for July 1944, on the other

hand, have been computed on the basis of civilian population exclusive of more than 10 million persons in the armed forces. This change in population base makes these rates slightly less crude, but obviously not comparable to the rates for July 1940.

Recipient rates for State programs with varying eligibility requirements and assistance standards cannot accurately reflect differences in the need of State populations. Because of more complete development of the programs, however, the differences in the proportion of the age groups aided probably reflect differences in need more accurately in 1944 than in previous years. Unfortunately the recipient rates for some States understate these proportions. Policies in these States, usually related to insufficient funds and to lower standards of assistance, permit only one payment (hence the reporting of only one re-

Table 2.—Public assistance in the continental United States and in all States with plans approved by the Social Security Board, by month, August 1943–August 1944<sup>1</sup>

Year and month	Continental United States						States with approved plans				
	Total	Special types of public assistance				General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind
		Old-age assistance	Aid to dependent children		Aid to the blind						
			Families	Children					Families	Children	
Number of recipients											
1943											
August		2,161,326	289,905	715,117	76,924	313,000		2,164,290	287,926	711,168	53,539
September		2,155,980	284,627	703,851	76,547	305,000		2,158,883	282,602	699,990	53,438
October		2,155,246	280,020	693,562	76,137	297,000		2,158,178	278,131	689,817	50,833
November		2,151,542	276,585	682,847	75,762	292,000		2,154,466	275,689	678,916	50,463
December		2,146,066	272,346	675,844	75,593	292,000		2,148,988	270,594	672,368	50,363
1944											
January		2,133,701	260,771	671,556	75,035	288,000		2,136,611	270,270	673,207	58,955
February		2,120,054	267,849	667,052	74,745	283,000		2,122,946	268,343	668,684	58,702
March		2,110,549	265,952	662,920	74,434	281,000		2,113,442	266,451	664,565	58,434
April		2,101,550	264,139	659,192	74,247	273,000		2,104,448	264,632	660,822	58,236
May		2,092,928	262,655	655,812	73,984	266,000		2,095,825	263,142	657,417	58,070
June		2,084,018	260,220	650,700	73,816	258,000		2,086,906	260,709	652,302	57,899
July		2,077,968	258,528	640,455	72,742	255,000		2,080,828	256,283	641,977	56,849
August		2,072,466	253,120	636,990	72,611	254,000		2,075,321	253,564	638,480	56,734
Amount of assistance											
1943											
August	\$77,095,450	\$55,533,556	\$11,393,453	\$2,102,441	\$8,066,000	\$68,385,275	\$55,605,747	\$11,371,178		\$1,408,350	
September	77,529,190	56,017,833	11,314,099	2,096,258	8,101,000	68,800,081	56,090,052	11,293,365		1,416,064	
October	78,086,264	56,601,430	11,307,179	2,107,655	8,070,000	69,591,941	56,673,838	11,286,140		1,631,963	
November	78,203,656	56,881,691	11,308,070	2,105,895	7,908,000	69,875,830	56,954,094	11,290,169		1,631,567	
December	78,724,086	57,207,038	11,293,702	2,113,346	8,110,000	70,194,858	57,279,774	11,274,453		1,640,631	
1944											
January	78,443,603	57,226,850	11,237,946	2,103,807	7,875,000	70,203,332	57,299,846	11,260,900		1,636,586	
February	78,510,410	57,236,731	11,300,984	2,106,695	7,866,000	70,278,831	57,309,703	11,329,214		1,639,914	
March	78,564,348	57,231,425	11,312,457	2,105,466	7,915,000	70,286,167	57,304,625	11,340,734		1,640,808	
April	78,270,356	57,348,644	11,311,169	2,110,543	7,500,000	70,406,772	57,422,694	11,339,349		1,644,729	
May	78,103,683	57,398,136	11,238,081	2,121,466	7,346,000	70,356,447	57,472,466	11,265,833		1,658,148	
June	77,825,495	57,417,271	11,203,055	2,124,169	7,181,000	70,384,783	57,491,829	11,231,112		1,661,842	
July	77,749,410	57,575,446	11,116,371	2,101,593	6,956,000	70,432,685	57,649,732	11,143,299		1,639,654	
August	77,836,420	57,776,033	10,957,974	2,107,411	7,095,000	70,482,050	57,850,607	10,985,676		1,645,767	

<sup>1</sup> Partly estimated and subject to revision. For monthly data January 1933–December 1941, see the *Bulletin*, February 1943, pp. 23–26; for 1942–43 data, see the *Bulletin*, February 1944, p. 27; for definitions of terms, see the September 1941 issue, pp. 30–51.

<sup>2</sup> Excludes estimated increase in payments due to change in payment dates for old-age assistance and aid to the blind in Baltimore, Md.; for aid to dependent children in Baltimore, Md., and New York City; and for general assistance in New York City.



ciplent) to two eligible aged persons in a family and only a payment from old-age assistance or aid to the blind in families that include children who, in other States, would receive aid to dependent children (charts 1-3).

## Statistics for the United States

Public assistance payments totaled \$77.9 million in the continental United States during August (table 2), an increase of 0.2 percent from July and 1.1 percent from a year ago. As in many recent months, a decrease in payments to dependent children nearly offset an increase in old-age assistance; in August, however, general assistance payments increased sufficiently to raise the total of assistance payments. Recipients of each type of assistance continued to decrease—old-age assistance by 0.3 percent; aid to dependent children (families), 1.1 percent; aid to the blind, 0.2 percent; and general assistance, 0.4 percent.

**Old-age assistance.**—August was the 26th month of continuous decline in recipients. Only 9 States reported increases. The increase in total pay-

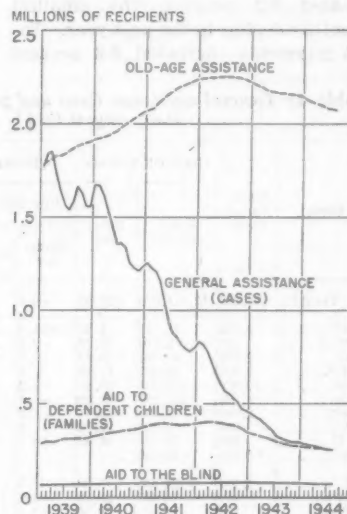
ments was the largest in any month of 1944. The average payment was \$27.88, but State averages ranged from \$11.03 to \$47.23.

Payments in Florida rose 16 percent, an increment almost equal to three-fourths of the increase for the country. The average payment increased by about \$4.00 to \$28.21. In Mississippi, recipients increased 2.9 percent, and total payments, 2.7 percent, following a large increase in payments in July. In Louisiana, recipients were 0.2 percent fewer and payments 1.7 percent less.

**Aid to dependent children.**—Families aided decreased 1.1 percent in August, the 29th month of continuous decline. The decrease of only 0.5 percent in the number of children aided was due in part to increases in the number aided in four States (Florida, Georgia, Kentucky, and Louisiana). Total payments dropped 1.4 percent, the largest decrease in the past 12 months. The average payment decreased \$0.16 to \$43.32; the last substantial decrease occurred in September 1942. State averages ranged from \$20.95 to \$83.26 in August.

In Florida, 5.7 percent more families received aid, and total payments increased 16 percent, raising the av-

Chart 4.—Recipients of public assistance in the continental United States, January 1939–August 1944



erage payment \$3.00 to \$32.55. Payments dropped 11 percent in Louisiana, and the average payment decreased by \$4.60 to \$36.09. Payments increased 5.8 percent in Delaware, raising the average payment from \$55.23 to \$58.20. In California, recipi-

Table 3.—Old-age assistance: Recipients and payments to recipients, by State, August 1944<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	July 1944 in—		August 1943 in—				Total amount	Average	July 1944 in—		August 1943 in—	
				Number	Amount	Number	Amount					Number	Amount	Number	Amount
Total 2	2,075,321	\$57,850,607	\$27.88	-0.3	+0.3	-4.1	+4.0	Mo.	102,837	\$2,295,960	\$22.33	-0.3	+0.3	-4.6	+3.7
Ala.	29,773	486,319	16.33	+5	+9	+34.5	+103.8	Mont.	11,011	322,744	29.31	-5	-3	-6.2	-6.9
Alaska	1,384	44,746	32.33	+1	+9	-5.3	-2	Nebr.	24,968	656,481	26.29	-5	(1)	-6.7	+2.5
Ariz.	9,535	366,486	38.44	-1	-1	-6	+1.6	Nev.	1,968	75,051	38.14	-6	-5	-3.4	-1.8
Ark.	27,425	470,062	17.14	+4	+1.2	+4.8	+23.1	N. H.	6,592	182,957	27.76	-4	+4	-4.3	+3.1
Calif.	157,716	7,448,824	47.23	(2)	+1	+2.8	+2.7	N. J.	25,071	729,090	29.08	-5	+9	-4.7	+7.9
Colo.	40,830	1,683,886	41.24	-1	-1	-1.7	-1.4	N. Mex.	6,392	173,750	32.22	+4	+3	+5.6	+15.2
Conn.	14,204	490,298	34.82	-3	-3	-8.0	+3.0	N. Y.	107,372	3,550,142	33.06	-3	-3	-6.7	+2.8
Del.	1,487	31,843	14.60	-1	-2	-17.8	-10.1	N. C.	33,312	377,360	11.33	-5	-1	-8.2	-2.6
D. C.	2,677	83,525	31.20	-1.0	+1.0	-13.3	-2.6	N. Dak.	8,819	270,481	30.67	-2	+1.2	-2.5	+20.9
Fla.	38,768	1,093,640	28.21	+2	+16.4	-4.4	+82.5	Ohio	123,858	3,566,955	28.80	-4	(2)	-6.9	-2.7
Ga.	68,774	758,418	11.03	-2	+3	-1.8	+7.8	Okl.	76,906	2,037,099	26.49	-1	+3	-5	+16.1
Hawaii	1,471	29,826	20.26	-1.1	-4	-2.1	+9.1	Ore.	19,872	667,649	34.11	+2	+1.0	+4	+20.2
Idaho	9,876	301,410	30.52	-4	-5	+1.2	+14.1	Pa.	84,780	2,438,861	28.70	-1	+2	-5.4	-2.8
Ill.	125,949	3,903,410	30.99	-9	-8	-13.8	-7.6	R. I.	7,190	229,174	31.87	-1	+5	-1.6	+12.7
Ind.	58,266	1,417,431	24.33	-6	-1	-8.7	-1.3	S. C.	21,280	392,780	18.46	+3	+2	+1.6	+11.4
Iowa	50,928	1,477,839	29.02	-4	+9	-5.1	+11.0	S. Dak.	13,034	310,301	23.81	-4	(2)	-6.2	+4.0
Kans.	28,439	787,193	27.68	-1	+7	-4.4	+3.0	Tenn.	38,266	633,274	16.55	(2)	(2)	-1.8	+5.9
Ky.	54,058	603,350	11.16	-1	+6	+2.3	+10.3	Tex.	170,834	3,683,462	21.63	-9	+3	-6.8	-2.9
La.	36,524	802,648	21.97	-2	-1.7	-2.5	+5.7	Utah	15,171	485,621	32.06	-2	(1)	-4.3	-2.2
Maine	15,068	416,984	27.67	-8	+1.1	-3.4	+14.9	Vt.	8,217	107,444	20.59	-2	+6	-3.3	+4.9
Md.	12,206	318,923	26.13	-7	+4	-10.9	+5.1	Wash.	59,982	2,363,133	37.74	-2	(2)	-3.0	(1)
Mass.	75,772	3,033,832	40.04	-3	-1	-6.8	-4.8	W. Va.	18,429	332,722	18.05	-1	+4	-3.4	+38.9
Mich.	85,189	2,506,750	29.43	-3	+1	-3.2	+1.9	Wis.	46,866	1,299,123	27.72	-4	+1	-6.2	+8
Minn.	58,954	1,632,686	28.67	-4	(1)	-5.1	+3.1	Wyo.	3,208	108,084	33.15	-4	-6	-5.8	-2.5
Miss.	26,644	387,995	14.56	+2.9	+2.7	+5.6	+65.5								

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-51. All data subject to revision.

<sup>2</sup> All 51 States have plans approved by Social Security Board.

<sup>3</sup> Increase of less than 0.05 percent.

<sup>4</sup> Includes \$59,914 for payments to 2,171 recipients aged 60 but under 65 years.

<sup>5</sup> Decrease of less than 0.05 percent.

ents decreased 3.5 percent and payments 3.6 percent.

**Aid to the blind.**—Recipients decreased 0.2 percent, the smallest monthly decline in the past year. Total payments increased 0.3 percent

and the average payment rose from \$28.89 to \$29.02.

As in old-age assistance and aid to dependent children, increased yield of earmarked taxes in Florida permitted the State to meet 100 percent

of determined need, within the maximum limits, raising payments 14 percent; the increase was more than the increase in total payments in the country. The average payment jumped from \$25.65 to \$29.18. In

Table 4.—General assistance: Cases and payments to cases, by State, August 1944<sup>1</sup>

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	July 1944 in—		August 1943 in—	
				Number	Amount	Number	Amount
Total <sup>2</sup>	254,000	\$7,114,000	\$27.97	-0.4	+2.0	-18.9	-12.0
Ala.	2,846	41,011	14.41	+1.0	+1.3	+23.1	+68.0
Alaska	109	2,970	27.23	-2.7	-14.9	-2.7	-14.3
Ariz.	2,105	63,704	29.42	+4.6	+2.3	+17.8	+17.8
Ark. <sup>3</sup>	2,907	32,257	11.10	+6	+2.5	-2.3	+31.7
Calif.	10,976	380,335	34.65	-1.0	+2	-13.9	+6
Colo.	4,591	134,517	29.30	-1.1	+1.2	+2.1	+32.1
Conn.	2,489	75,701	30.41	-1.3	-1.2	-10.9	-16.4
Del.	333	8,584	25.78	+1.8	+15.2	-3.5	+16.2
D. C.	839	29,741	35.45	+1.2	+4.6	-5.8	+39.5
Fla.	4,500	42,000					
Ga.	2,281	26,940	10.93	-15.3	-11.9	-28.6	-17.0
Hawaii	569	16,457	28.92	-1.6	-1.3	-6.4	+10.6
Idaho <sup>4</sup>	613	11,986	19.55	+3.0	+3.0	-15.8	-6.0
Ill.	26,796	921,807	34.40	-2.1	+5.6	-29.8	-15.4
Ind. <sup>5</sup>	5,727	110,950	19.37	+1.7	+5.3	-21.0	-15.9
Iowa	4,212	73,523	17.46	-7.9	+1	-33.1	-29.6
Kans.	3,510	94,124	26.82	-1.0	+1	-17.8	-3.3
Ky.	2,100	428,000					
La.	6,404	108,145	16.89	+2.1	+2.6	+21.4	+4.5
Maine	1,891	33,803	28.45	0	+2.9	-20.5	-7.9
Md.	4,332	135,550	31.29	-2	-5	-4.9	+16.3
Mass.	12,867	400,467	31.12	-1.2	+3.7	-19.5	-6.6
Mich.	9,744	307,478	31.56	-1.2	+8.4	-20.6	-4.8
Minn.	5,680	138,160	24.32	-1.5	+2.0	-25.4	-18.2
Miss.	348	2,455	7.05	+1.5	+1.7	-23.7	-7.5
Mo. <sup>6</sup>	7,181	167,762	23.36	+1.6	-5.4	+10.2	+60.2
Mont.	1,163	27,330	23.50	-2.4	+4	-7.8	+10.4
Nebr.	1,713	31,006	18.10	-1.3	+3.7	-15.6	-1.6
Nev.	261	3,868	14.82	-14.1	-8.4	-35.9	-25.8
N. H.	1,335	33,330	24.96	-2.5	-4.5	-21.6	-29.1
N. J. <sup>7</sup>	5,035	152,494	30.28	-8.6	-2.5	-39.9	-32.1
N. Mex. <sup>8</sup>	911	17,446	19.15	+2.9	+53.6	-23.3	-10.7
N. Y.	39,897	1,762,714	44.18	-2.8	-1.5	-35.9	-28.8
N. C.	2,282	22,356	9.80	-9	+1.7	-15.2	-2.8
N. Dak.	685	15,028	21.94	-3.5	+1.2	-28.8	-18.3
Ohio	11,257	289,845	25.75	-1.1	-1.6	-17.7	-10.1
Okl.	4,936	38,894	(9)	(9)	+7.9	(9)	+43.6
Oreg.	3,162	115,721	36.60	+9	+2.1	+11.0	+31.9
Pa.	22,192	545,424	24.58	-1.0	+12.6	-22.2	-10.4
R. I.	1,884	60,170	31.94	+4.8	+4	+1.4	-11.0
S. C.	2,687	29,141	10.85	-1.8	-2.1	+9.5	+27.7
S. Dak.	829	16,545	19.90	+2.0	+1.4	-28.8	-8.2
Tenn.	4,200	41,000					
Tex.	2,800	41,000					
Utah	1,451	57,163	39.40	+1	+4	-12.3	+5
Vt.	837	17,063	20.42	-8.4	-13.4	-10.8	-19.1
Va.	3,144	44,437	14.13	-4.0	-5.7	-14.4	-1.9
Wash.	11,236	248,598	22.13	+30.3	+6.9	+91.0	+20.4
W. Va.	4,711	85,504	18.15	+8	-6	+32.0	+124.1
Wis.	4,909	112,255	22.87	-2.7	-6	-29.0	-25.1
Wyo.	350	9,454	27.01	-8	-9	-19.2	-3.4

<sup>1</sup> For definitions of terms, see the *Bulletin*, September 1941, pp. 50-51. All data subject to revision.

<sup>2</sup> Partly estimated; does not represent sum of State figures, because total excludes estimated number of cases and payments for medical care, hospitalization, and burial only in Indiana and New Jersey, and estimated duplication of cases in Oklahoma.

<sup>3</sup> State program only; excludes program administered by local officials.

<sup>4</sup> Estimated.

<sup>5</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 60 percent of total.

<sup>6</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>7</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>8</sup> Represents 2,019 cases aided by county commissioners, and 2,917 cases aided under program administered by State board of public welfare; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

Table 5.—Aid to the blind: Recipients and payments to recipients, by State, August 1944<sup>1</sup>

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	July 1944 in—		August 1943 in—	
				Number	Amount	Number	Amount
Total <sup>2</sup>	72,674	\$2,108,841	\$29.02	-0.2	+0.3	-5.6	+0.2
Total, 46 States <sup>3</sup>	56,734	1,645,767	29.01	-0.2	+0.4	+0.0	+16.9
Ala.	729	12,287	16.85	+1.5	+2.0	+12.3	+62.8
Ariz.	406	18,084	44.54	+1.8	+2.8	+2.8	+24.9
Ark.	1,214	23,714	19.53	+5	+1.6	+1.5	+19.9
Calif. <sup>4</sup>	8,825	276,869	47.53	-8	-7	-11.3	-10.6
Colo.	806	18,225	36.02	-1.4	-1.2	-11.2	-7.7
Conn.	165	5,816	35.25	-1.2	-7	+5.1	+20.0
D. C.	229	8,282	36.17	-2.1	-1.7	-15.5	-11.3
Fla.	2,304	67,220	29.18	-1	+13.6	-4.8	+73.9
Ga.	2,136	29,713	13.91	-3	-1	-1.9	+4.9
Hawaii	63	1,430	22.70	(9)	(9)	(9)	(9)
Idaho	220	7,070	32.14	-5	-1.0	-8.7	+8.3
Ill.	5,163	166,293	32.21	+5	+7	-26.5	-23.5
Ind.	2,211	67,384	30.48	-4	-1	-6.0	-1.2
Iowa	1,343	43,173	32.15	-4	-4	-9.6	-6.1
Kans.	1,113	33,247	29.87	-4	+8	-7.9	+4
Ky.	1,610	20,850	12.95	+1.3	+1.9	+27.0	+34.4
La.	1,439	36,903	25.64	-1.2	-5.0	-2.3	+2.1
Maine	856	24,289	28.38	-3	+2	-9.9	+3.7
Md.	448	13,108	29.26	-7	-1.1	-8.8	-3.9
Mass.	935	38,747	41.44	+1	+4	-4.3	+40.5
Mich.	1,200	42,023	33.35	-9	-4	-2.9	+6
Minn.	948	33,030	34.84	+1	+9	-3.9	+7.2
Miss.	1,385	22,550	16.28	+1.5	+1.4	+1.9	+51.9
Mo.	3,000	77,000					
Mont.	314	9,557	30.44	+1.9	+2.8	+1.6	+12.1
Nebr.	615	13,068	21.25	-1.9	-1.9	-18.0	-12.8
Nev.	87	1,774	(9)	(9)	(9)	(9)	(9)
N. H.	270	7,000	25.15	+4	+1.1	-9.4	-2.7
N. J.	548	16,066	30.30	+2	+1.8	-10.5	-8
N. Mex.	265	7,729	29.17	-4	-5	+5.6	+4.1
N. Y.	2,885	108,997	36.74	+3	+7	+5.9	+21.2
N. Dak.	2,278	37,916	16.64	+4	+1.2	+2.9	+0.3
Ohio	120	3,655	30.45	-1.6	+1.1	-7.0	+14.4
Okl.	3,139	81,249	25.88	-1.2	-8	-9.6	-1.2
Oreg.	1,887	54,950	29.12	-7	-5	-6.4	+10.4
Pa.	372	15,844	42.59	+3	+1.4	-3.6	+15.2
R. I.	12,913	384,000	29.81	-1	-1	-2.6	-3.7
S. C.	89	2,580	28.90	(9)	(9)	(9)	(9)
S. Dak.	871	16,362	18.79	+1	+1.3	+0.9	+29.6
Tenn.	210	4,648	21.52	-5	-1.1	-10.7	+5.8
Tex.	1,535	31,191	20.32	-3	-1	-2.8	+7.6
Utah	4,588	110,700	24.15	-6	-9	+2.5	+1.8
Vt.	134	5,358	39.99	+1.6	+1	+9.8	+17.4
Wash.	189	4,533	23.81	0	+7	+3.9	+22.4
W. Va.	965	16,036	16.65	-2	-2	-4.9	+10.8
Wis.	642	24,922	38.82	-2	+7	-16.5	-13.6
Wyo.	820	18,599	22.67	-2	+3	-4.3	+32.5
Wis.	1,494	41,964	28.09	-1.0	-1	-12.0	-4.5
Wyo.	122	4,374	35.85	-8	-1.0	0	+3.3

<sup>1</sup> For definitions of terms, see the *Bulletin*, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation. Delaware and Alaska do not administer aid to the blind. All data subject to revision.

<sup>2</sup> Total for States with plans approved by Social Security Board. Recent approval of Illinois plan caused unusually large percentage changes in comparison with August 1943 data.

<sup>3</sup> Includes program administered without Federal participation.

<sup>4</sup> Not computed. Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

<sup>5</sup> No approved plan for August 1943; percentage change based on program administered without Federal participation.

<sup>6</sup> Estimated.

Louisiana, payments decreased 5.0 percent and recipients 1.2 percent. Decreased appropriations in Louisiana made it necessary, for the first time, to limit payments for each of the special types of public assistance to the Federal matching maximum.

**General assistance.**—Cases assisted decreased only 0.4 percent, the smallest decrease in any month but 1 in

almost 3 years. Increases were reported by 17 States, including an increase of 2,600 in the number of old-age assistance supplementation cases in Washington. Total payments increased 2.0 percent, and the average payment moved up \$0.65 to \$27.97.

In New Mexico, total payments increased by more than half, returning to about the 1943 level, largely be-

cause the proportion of need met was raised from 25 to 50 percent. Cases increased 2.9 percent, and the average payment jumped from \$12.83 to \$19.15. Payments in Delaware were 15 percent higher and cases increased 1.8 percent; the average payment increased \$3.00 to \$25.78. In Georgia, cases decreased 15 percent, and payments, 12 percent.

Table. 6—Aid to dependent children: Recipients and payments to recipients, by State, August 1944<sup>1</sup>

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	July 1944 in—			August 1943 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total <sup>2</sup> .....	253,674	638,731	\$10,989,579	\$43.32	-1.1	-0.5	-1.4	-12.7	-10.9	-3.8
Total, 49 States <sup>2,3</sup> .....	253,564	638,480	10,985,676	43.33	-1.1	-0.5	-1.4	-11.9	-10.2	-3.4
Alabama.....	4,728	12,706	119,886	25.36	( <sup>4</sup> ) +.8	( <sup>4</sup> ) +.1	+1.8	+4.2	+2.3	+37.1
Alaska.....	36	119	1,955	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
Arizona.....	1,394	4,014	53,475	38.36	( <sup>4</sup> ) -0	( <sup>4</sup> ) -8	-8	-12.1	-11.2	-8.5
Arkansas.....	4,775	12,573	131,332	27.50	-0.6	-6	-6	-10.4	-8.5	-8.5
California.....	6,317	16,243	482,955	76.45	-3.5	-3.3	-3.6	-14.3	-11.0	-3.2
Colorado.....	3,369	9,008	119,570	35.49	-0.7	-3	-5	-11.8	-10.2	-8.9
Connecticut.....	1,844	4,692	136,758	74.16	+2.2	-2.2	+8	-3.7	-3.6	+12.3
Delaware.....	241	690	14,026	86.20	+4	+1.6	+5.8	-5.9	-4	+25.3
District of Columbia.....	537	1,701	29,877	58.64	-5.3	-1.8	+5	-27.7	-26.5	+7.6
Florida <sup>5</sup> .....	3,479	8,573	113,227	32.65	+5.7	+7.3	+16.5	+10.3	+15.6	+36.5
Georgia.....	3,991	11,068	98,897	24.78	( <sup>4</sup> )	+13.4	+2	-4.8	+8.8	-1.4
Hawaii.....	518	1,628	29,650	87.24	-2.4	-2.6	+2.3	-10.5	-10.9	+2.5
Idaho.....	1,385	3,767	51,484	37.17	-1.8	-1.8	-2.0	-27.0	-26.4	-24.3
Illinois.....	20,379	48,387	677,669	33.25	-2.1	-1.6	-1.8	-20.2	-17.4	-17.9
Indiana.....	7,056	15,895	243,896	34.68	-2.0	-1.8	-1.6	-26.4	-24.1	-22.3
Iowa.....	3,013	7,425	80,993	26.88	+2	+2	+3	+22.4	+33.5	+65.7
Kansas.....	3,120	7,930	141,442	45.33	-2.7	-2.4	-2.7	-29.4	-27.7	-23.6
Kentucky <sup>6</sup> .....	4,606	12,609	111,431	24.19	+3.9	+7.8	+3.1	+104.3	+91.4	+96.1
Louisiana.....	9,589	24,679	346,083	36.09	+6	+2.2	-10.8	-18.0	-17.2	-15.9
Maine.....	1,846	3,824	76,640	56.94	-2.9	-3.0	-2.9	-14.1	-13.9	+1.3
Maryland.....	2,693	7,663	98,754	36.66	-1.6	-1.3	-1.2	-19.9	-19.0	-14.5
Massachusetts.....	6,953	17,117	521,679	72.05	-1.2	-1.2	-1.8	-11.3	-11.6	-1.0
Michigan.....	12,624	30,364	757,905	60.04	-0	-7	-1.1	-13.8	-12.7	-9.6
Minnesota.....	5,061	12,638	204,533	40.25	-3.2	-3.2	-3.1	-18.8	-18.0	-14.2
Mississippi.....	2,801	7,103	71,784	25.63	+1.2	+1.4	+1.3	+7.6	+6.8	+34.0
Missouri.....	10,861	27,067	368,058	32.97	-7	-4	-6	-8.0	-4.5	-4.7
Montana.....	1,372	3,451	46,680	34.02	-1.5	-6	-4	-18.4	-18.1	-14.8
Nebraska <sup>7</sup> .....	2,579	6,004	83,929	32.54	-2.3	-2.0	-2.2	-25.6	-24.2	-24.6
Nevada.....	74	158	89.32	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
New Hampshire.....	676	1,718	36,575	54.55	-1.0	-5	-7	-9.5	-8.9	-7.8
New Jersey.....	3,584	8,747	178,816	49.89	-3.6	-3.4	-1.4	-23.8	-20.1	-4.0
New Mexico.....	2,156	6,238	79,035	36.60	-3	-7	-4	-4.6	-4.7	-14.9
New York.....	18,311	42,197	1,324,198	72.32	-1.3	-1.3	-2.0	-2.8	+2.8	+10.9
North Carolina.....	6,328	15,508	135,720	21.45	-9	-4	-4	-15.5	-12.6	-1.5
North Dakota.....	1,556	4,264	72,336	46.49	-2.1	-2.2	-1.0	-17.7	-19.6	-1
Ohio.....	7,677	20,862	393,010	51.19	-2.2	-1.9	-2.5	-15.2	-14.1	-5.8
Oklahoma.....	13,480	32,616	457,855	33.97	-1	( <sup>10</sup> )	-1	-8.2	-6.0	+18.3
Oregon.....	1,165	2,855	85,993	73.81	-1.3	-1.2	-2	-8.6	-6.4	+12.1
Pennsylvania.....	21,751	57,310	1,200,167	55.18	-1.7	-1.6	-1.2	-23.2	-21.7	-19.2
Rhode Island.....	1,064	2,880	71,460	55.92	-4	+2	+1.2	-3.0	-6.8	+4.0
South Carolina.....	3,416	10,175	79,399	23.24	-5	-4	( <sup>10</sup> )	-3.3	-2.7	+3.7
South Dakota.....	1,474	3,459	47,894	32.49	-2.0	-2.2	-1.0	-12.8	-12.6	-8.8
Tennessee.....	10,851	28,167	336,297	30.99	-1	+2	+2	-10.4	-9.1	+10.8
Texas.....	10,505	22,940	220,097	20.95	-1.3	-1.4	-1.5	-7.9	-9.2	-9.2
Utah.....	1,830	4,884	131,559	71.54	-1.1	-1.5	-1.2	-5.7	-6.5	+11.3
Vermont.....	569	1,428	18,753	32.96	-7	-8	-4	-9.0	-11.2	-8.6
Virginia.....	3,584	10,162	95,877	26.75	-1.5	-1.3	+8	-9.7	-9.2	+6.5
Washington.....	3,214	7,962	267,586	83.26	-1.4	-7	-7	+1.2	+2.6	+15.3
West Virginia.....	9,728	18,646	221,142	32.80	-1.1	-6.1	-2	-19.1	-20.2	+17.6
Wisconsin.....	6,946	14,619	302,274	50.00	-1.9	-2.2	-1.3	-19.2	-18.7	-10.2
Wyoming.....	322	846	13,802	42.86	-3.3	-4.1	-3.1	-29.4	-30.9	-24.3

<sup>1</sup> For definitions of terms, see the *Bulletin*, September 1941, pp. 50-51. Figures in italics represent programs administered without Federal participation. All data subject to revision.

<sup>2</sup> Includes program administered in Florida under State law without Federal participation. See footnote 5.

<sup>3</sup> Total for States with plans approved by Social Security Board.

<sup>4</sup> Not computed. Average payment not calculated on base of less than 50 families; percentage change, on less than 100 families.

<sup>5</sup> In addition, in 19 counties payments amounting to \$12,846 were made from local funds without State or Federal participation to 616 families, in behalf of 1,320 children under State mothers'-assistance law.

<sup>6</sup> Increase of less than 0.05 percent.

<sup>7</sup> No approved plan for August 1943. Percentage change based on program administered without Federal participation.

<sup>8</sup> Includes program administered without Federal participation.

<sup>9</sup> In addition, in 56 counties payments amounting to \$9,008 were made from local funds without State or Federal participation to 380 families, in behalf of 1,222 children under State mothers'-pension law; some of these families also received aid under approved plan.

<sup>10</sup> Decrease of less than 0.05 percent.

# Employment Security

## Operations in Unemployment Compensation

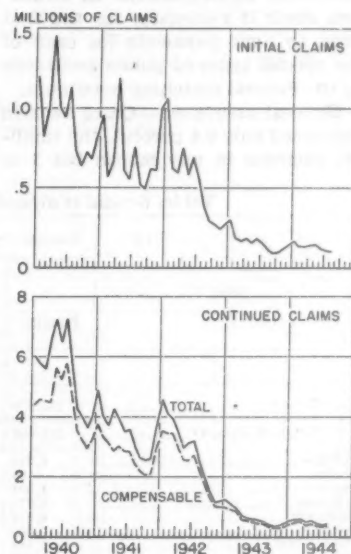
**August activities.**—In contrast to the usual midsummer trend, the value of payments disbursed by State employment security agencies in August exceeded the amount paid in July. The August total of \$4.8 million was 11 percent above that in July, although it was 7 percent below the amount in August 1943. The \$44.4 million paid during the first 8 months of this year was 31 percent below disbursements for the same period last year, and less than one-sixth the January–August 1942 level. Twenty-eight States participated in the increase from July. Arkansas, Utah, and Wisconsin paid out more than twice as much, while increases of 25 percent or more occurred in Alabama, Connecticut, Pennsylvania, Texas, and Wyoming.

A weekly average of 72,300 beneficiaries received compensation for 313,300 weeks of unemployment during August, representing a 10-percent increase from the number of weeks

compensated in July and 19 percent less than in August 1943. Increases over July in number of beneficiaries were reported by 26 States, only 7 of which are west of the Mississippi. Of the 14 States with a weekly average of more than 1,000 beneficiaries, 12 increased from the July average and 4 were above August 1943 levels.

The total number of claims received in local offices showed relatively little change from the July figures although wide differences occurred among the States. Initial claims were down 2.5 percent and continued claims increased by the same percentage. Compared with the number in August 1943, initial and continued claims declined 7.6 and 17.4 percent, respectively. Most notable among changes in initial-claim loads were increases of 40 percent in Delaware, 75 percent in Pennsylvania, and 86 percent in South Carolina. Decreases of 20 percent or more occurred in 17 States. The absolute number received by the majority of these States was small, however. While only 9 States reported increases in comparison with August 1943, receipts for the month in Connecticut, Michigan, and Utah more than doubled.

Chart 1.—Number of initial and continued claims received in local offices, January 1940–August 1944



Continued claims increased from July in 24 States, the increases ranging from 0.2 percent in New York to 132 percent in Nevada. The increase in Nevada, however, was based on a comparatively small volume of claims. Connecticut and Pennsylvania reported significant absolute increases over those in July 1944 and August 1943, while continued claims in California and Michigan were substantially above those in August 1943.

Although waiting-period claims were 5.8 percent fewer than in July, the 4.5 percent increase in compensable claims resulted in the net increase in the total number of continued claims received.

During January–August 1944, collections totaled \$994 million, \$14 million more than receipts for the first 8 months of 1943. This presages a new high for the current year. Benefits, on the other hand, were but a small fraction of 1944 collections, and totaled \$20 million less than in the corresponding months of last year. At the end of August, \$5.7 billion was available for benefit payments, an increase of 32 percent over the amount available on August 31, 1943.

Table 1.—Summary of unemployment compensation operations, August and January–August 1944

Item	August 1944		January–August 1944			
	Number or amount	Percentage change from—	Number or amount	Percentage change from—		
				July 1944	August 1943	
Initial claims <sup>1</sup>	102,706	–2.5	1,045,080	–27.2	–80.1	
Continued claims <sup>1</sup>	406,313	+2.5	3,912,919	–36.5	–86.0	
Waiting-period	72,315	–5.8	702,795	–35.1	–84.1	
Compensable	333,998	+4.5	3,210,124	–36.9	–86.3	
Weeks compensated	313,266	+10.1	2,939,927	–39.7	–87.3	
Total unemployment	277,766	+8.8	2,645,775	–39.5	–87.6	
Part-total unemployment <sup>2</sup>	13,224	+39.4	91,845	–30.1	–85.9	
Partial unemployment <sup>3</sup>	20,255	+7	182,160	–35.2	–85.4	
Weekly average beneficiaries	72,291	+10.1				
Gross benefits paid	\$4,807,661	+10.6	\$44,406,859	–30.9	–84.3	
Benefits paid since first payable <sup>4</sup>	\$2,155,851,845					
Funds available as of Aug. 31	\$5,712,720,178	–2.8				

<sup>1</sup> Excludes Alaska and Hawaii, and Colorado claims taken by unemployment compensation personnel during August; data not reported.

<sup>2</sup> Excludes New York because data not reported,

and Montana and Pennsylvania, which have no provisions for partial and part-total unemployment.

<sup>3</sup> Based on 46 States reporting comparable data.

<sup>4</sup> Adjusted for voided benefit checks.



Table 2.—Number of beneficiaries, number of weeks compensated, and amount of benefits paid, August 1944, and funds available for benefits as of August 31, 1944, by State

(Data reported by State agencies, corrected to Sept. 23, 1944)

Social Security Board region and State	Beneficiaries			Weeks compensated for specified types of unemployment				Benefits paid *			Funds available for benefits * as of Aug. 31, 1944
	Average weekly number <sup>1</sup>	Percentage change from—		All types	Total	Part-total <sup>2</sup>	Partial <sup>3</sup>	Amount	Percentage change from—		
		July 1944	August 1943						July 1944	August 1943	
Total .....	72,291	+10.1	-18.6	313,266	277,768	13,224	20,355	\$4,807,661	+10.6	-7.4	\$5,712,720,178
Region I:											
Connecticut .....	2,065	+29.8	+236.0	8,950	8,549	80	312	169,359	+30.6	+316.1	146,931,627
Maine .....	465	+2.9	-12.6	2,013	1,488	56	469	22,290	+12.8	-5.8	29,514,391
Massachusetts .....	4,221	+23.0	+52.2	18,292	16,158	106	2,028	278,353	+21.6	+44.8	192,766,107
New Hampshire .....	163	+3.8	-76.1	708	552	0	156	7,553	+7.3	-76.9	18,554,729
Rhode Island .....	1,744	+9.3	-29.8	7,559	6,436	0	1,123	115,881	+9.1	-29.5	69,243,611
Vermont .....	115	-19.0	-17.9	499	475	14	10	6,238	-20.0	-1.4	10,302,502
Region II-III:											
Delaware .....	60	-17.9	-21.6	301	242	6	53	4,050	+1.5	-7.0	13,456,585
New Jersey .....	4,302	+11.5	-19.5	18,642	16,729	43	1,870	292,753	+12.7	-16.2	372,772,497
New York .....	13,797	+22.8	-20.5	59,786	57,767	(?)	(?)	963,167	+21.1	-16.9	779,947,512
Pennsylvania .....	4,440	+47.6	-17.2	19,238	19,238	(?)	(?)	290,362	+49.2	-14.3	542,491,385
Region IV:											
District of Columbia .....	855	-4.0	-31.9	1,669	1,699	63	7	29,216	-2.9	-28.8	40,926,962
Maryland .....	851	-26.0	-3.3	3,687	2,633	18	1,036	56,187	-27.3	+12.1	103,665,548
North Carolina .....	614	+5.5	-36.1	2,661	2,607	15	139	23,523	+15.1	-29.9	85,459,494
Virginia .....	620	-38.2	-62.1	2,687	2,345	189	153	27,068	-34.1	-64.7	54,830,550
West Virginia .....	1,025	+1.4	-44.9	4,442	3,074	0	1,368	61,962	-3.0	-47.0	58,626,142
Region V:											
Kentucky .....	946	-14.9	-37.4	4,099	3,688	321	90	38,562	-12.2	-33.0	73,761,849
Michigan .....	4,492	+9.4	+174.4	19,465	19,280	113	72	368,931	+10.0	+236.6	246,664,667
Ohio .....	828	-12.9	-50.4	3,587	3,272	90	225	48,794	-15.8	-42.4	401,603,264
Region VI:											
Illinois .....	8,863	+4.3	-27.0	38,495	31,041	2,602	4,852	623,105	+3.8	-14.3	442,625,193
Indiana .....	1,034	+8.0	-64.8	4,481	4,139	51	291	67,146	+9.0	-59.9	152,386,330
Wisconsin .....	951	+112.3	+14.4	4,120	3,244	143	733	55,343	+115.6	+38.2	141,186,382
Region VII:											
Alabama .....	947	+26.8	-62.2	4,104	4,019	77	8	44,171	+31.6	-61.7	56,454,141
Florida .....	1,047	+19.9	-23.8	4,339	4,286	199	54	55,648	+21.5	-15.9	43,265,690
Georgia .....	436	+3.6	-65.6	1,889	1,847	14	26	19,049	+4.3	-86.9	64,394,226
Mississippi .....	242	-9.4	-38.3	1,050	844	17	189	10,723	-4.1	-46.8	19,194,722
South Carolina .....	291	+2.5	-61.9	1,259	1,181	29	49	14,158	+6.5	-59.0	32,092,484
Tennessee .....	2,624	+21.0	-27.5	11,370	11,153	174	43	128,886	+22.3	-22.4	64,204,443
Region VIII:											
Iowa .....	459	+9.0	-31.8	1,988	1,800	135	58	23,602	+13.7	-26.7	49,421,315
Minnesota .....	387	+1.0	-54.3	1,678	1,478	133	67	21,676	-3.5	-30.5	68,024,677
Nebraska .....	117	-17.6	-55.5	505	408	8	92	5,530	-20.6	-57.6	21,534,300
North Dakota .....	16	(?)	(?)	71	15	4	52	595	-2.0	+48.0	4,265,187
South Dakota .....	13	(?)	(?)	58	55	2	1	570	+22.3	-62.4	5,674,483
Region IX:											
Arkansas .....	423	+135.0	-60.9	1,835	1,765	61	9	18,879	+113.9	-72.6	23,404,548
Kansas .....	403	-20.4	-70.5	1,745	1,595	101	49	22,026	-21.9	-70.8	43,286,258
Missouri .....	1,798	-15.1	-14.9	7,793	7,770	171	382	112,290	-17.3	-6.9	131,827,899
Oklahoma .....	237	-17.1	-50.8	1,025	926	78	21	14,567	-17.0	-49.6	40,087,116
Region X:											
Louisiana .....	898	+18.5	-54.8	3,891	3,668	78	145	52,565	+19.3	-44.6	60,363,395
New Mexico .....	9	(?)	(?)	39	36	3	0	439	-29.8	-51.9	7,957,389
Texas .....	781	+31.9	-35.7	3,384	3,202	182	0	36,865	+25.5	-32.2	130,496,811
Region XI:											
Colorado .....	217	-8.1	-25.9	941	850	26	65	12,246	-5.2	-28.7	28,900,560
Idaho .....	62	-12.7	-38.0	267	232	35	0	2,886	-1.1	-32.0	11,780,900
Montana .....	85	-2.3	+3.7	370	370	(?)	(?)	4,397	-1.3	+20.4	14,565,122
Utah .....	234	+154.3	+146.3	1,013	956	57	0	19,102	+163.9	+185.7	20,571,098
Wyoming .....	3	(?)	(?)	14	5	1	8	213	+34.0	-14.5	6,576,471
Region XII:											
Arizona .....	96	+15.7	+24.7	416	387	29	0	5,744	+14.6	+28.0	15,490,478
California .....	7,949	-5.8	+82.2	34,444	23,122	7,579	3,743	605,242	-2.9	+80.9	578,673,772
Nevada .....	35	(?)	(?)	152	137	7	8	2,155	+7.9	-17.0	8,252,184
Oregon .....	129	-82.9	-46.5	561	381	12	168	7,026	-52.6	-23.3	56,772,974
Washington .....	324	-9.5	+79.0	1,403	1,252	88	63	15,654	-19.0	+70.2	114,837,211
Territories:											
Alaska .....	16	(?)	(?)	69	65	4	0	923	-18.5	+3.4	6,194,581
Hawaii .....	3	(?)	(?)	12	10	1	1	211	-27.6	-90.7	15,541,474

<sup>1</sup> Computed by dividing all weeks compensated during the month by 434.<sup>2</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana and Pennsylvania. New York data not available.<sup>3</sup> Not adjusted for voided benefit checks.<sup>4</sup> Represents sum of balances at end of month in State clearing account and

benefit-payment account, and in State account in Federal unemployment trust fund (excluding amount transferred to railroad unemployment insurance account).

<sup>5</sup> Not computed, because fewer than 50 beneficiaries were reported in either or both periods.

# Employment Service Operations\*

## Labor-Market Developments

With midsummer decreases in the demand for farm workers, the civilian labor force of 54 million in August was almost a million less than the number in July, according to estimates of the Bureau of the Census. Total employment was reduced from the July peak to 53 million persons, approximately the number in June, and less than in any July or August since 1941. Non-agricultural employment increased 270,000 from the July level and agricultural employment decreased 1.1 million to 8.6 million—approximately the same as in May and about 1 million less than in August 1943.

The estimated number of persons unemployed in August—840,000—was 16 percent less than in July and more than 20 percent below the number in August 1943. The decrease for August reflected the usual seasonal withdrawal of persons who take summer jobs. The temporary character of present unemployment is indicated by the fact that less than two-fifths of the persons unemployed in August had also been unemployed in July.

In August, for the first time since May 1941, the number of women in the labor force was less than that in the same month of the preceding year. The decline of 700,000 from July occurred chiefly among schoolgirls and women 25-55 years of age. The decline of 560,000 in the number of employed women—550,000 in agricultural employment—occurred mainly among unpaid family workers who will be available for work during the harvest season.

In August the War Manpower Commission announced plans for establishing employment ceilings in war industries and in less essential industries, to concentrate available labor in urgent war production. The ceilings will apply to all employers of eight or more workers and, if necessary, will be set below present employment levels. Only male workers are affected

\*Data from Reports and Analysis Service, War Manpower Commission, and from published releases of other Government agencies.

Table 3.—Initial and continued claims received in local offices, by State, August 1944  
[Data reported by State agencies,<sup>1</sup> corrected to Sept. 25, 1944]

Social Security Board region and State	Initial claims				Continued claims			
	Total <sup>2</sup>	Percentage change from—		New	Total <sup>2</sup>	Percentage change from—		Compensable
		July 1944	August 1943			July 1944	August 1943	
Total <sup>4</sup> .....	102,708	-2.5	-7.6		406,313	+2.5	-17.4	333,998
Region I:								
Connecticut.....	4,090	+8.1	+132.0	3,283	12,199	+24.2	+296.6	9,753
Maine.....	805	-19.3	-13.5	428	2,673	-5.7	-11.7	2,143
Massachusetts.....	4,779	-13.3	-5.3	3,141	20,081	-7.7	+10.1	17,251
New Hampshire.....	385	-28.3	-50.2	267	1,266	+2.3	-63.4	1,048
Rhode Island.....	1,729	+1.1	-27.2	1,531	8,113	+8.0	-24.7	7,582
Vermont.....	63	-33.0	-63.0	45	649	-12.7	-30.2	586
Region II-III:								
Delaware.....	133	+40.0	+66.3	121	315	-17.3	-29.5	278
New Jersey.....	6,549	-20.1	-17.4	4,316	22,232	-6.4	-21.0	18,855
New York.....	16,968	-15.6	-29.1	9,057	72,621	+2.3	-23.8	53,365
Pennsylvania <sup>5</sup> .....	7,779	+74.9	+80.8	7,779	35,860	+58.4	+15.8	25,622
Region IV:								
District of Columbia.....	236	-2.1	-50.5	213	1,825	-4.4	-31.7	1,710
Maryland.....	546	-27.9	-24.9	546	3,321	-33.7	-3.1	3,089
North Carolina.....	1,001	-43.0	-19.5	890	4,437	-4.8	-36.3	3,599
Virginia.....	277	-41.7	-76.0	233	2,789	-41.7	-63.4	2,665
West Virginia.....	1,080	-44.9	-27.3	865	5,266	-31.6	-39.3	4,988
Region V:								
Kentucky.....	1,328	+14.9	-9.0	1,080	5,746	-4.6	-28.6	6,124
Michigan.....	7,508	+22.8	+144.8	5,469	21,799	+3.5	+160.6	19,140
Ohio.....	2,405	+15.6	-5.9	2,405	8,790	-3.4	-46.2	4,199
Region VI:								
Illinois.....	16,902	+15.3	-5.1	10,098	44,959	-1.6	-20.4	39,091
Indiana <sup>6</sup> .....	992	-17.7	-49.8	992	4,751	+3.6	-63.7	4,187
Wisconsin.....	1,722	+22.0	+59.6	(?)	6,670	+71.4	+11.6	4,520
Region VII:								
Alabama.....	1,176	+30.2	-40.2	1,014	5,742	+48.1	-53.5	4,936
Florida <sup>7</sup> .....	1,431	-22.9	-13.2	1,431	7,467	+24.1	-22.1	6,380
Georgia.....	735	+19.9	-37.7	509	3,049	+16.7	-62.0	2,380
Mississippi.....	366	-23.6	-43.8	294	2,274	-9.4	-31.5	1,917
South Carolina.....	1,365	+85.9	-23.8	1,284	3,623	+25.1	-55.2	2,600
Tennessee.....	2,210	+3	-7.9	1,805	14,505	+7.5	-24.6	12,948
Region VIII:								
Iowa.....	524	+5.6	-4.4	390	2,625	+2.9	-28.9	2,110
Minnesota.....	310	-50.9	-65.4	205	1,972	-15.5	-54.3	1,673
Nebraska.....	98	-47.3	-62.5	73	728	+6.3	-48.9	568
North Dakota.....	8	(?)	(?)	6	151	+26.9	+55.7	143
South Dakota.....	39	(?)	(?)	38	365	-10.8	-31.5	361
Region IX:								
Arkansas.....	666	-42.5	-59.2	645	3,542	+49.9	-65.7	3,178
Kansas.....	435	-9.0	-55.7	328	2,246	-18.1	-63.8	2,045
Missouri.....	2,236	-20.4	-42.7	1,776	10,971	-11.7	-25.8	9,414
Oklahoma.....	601	-10.7	-51.3	498	2,657	-2.9	-37.1	2,447
Region X:								
Louisiana.....	1,090	-19.9	-43.6	913	5,645	+4.5	-53.5	4,932
New Mexico.....	49	(?)	(?)	45	191	+15.1	-24.4	182
Texas.....	1,684	+3.5	-28.4	(?)	9,312	+15.6	-30.8	8,536
Region XI:								
Colorado <sup>8</sup> .....	45	(?)	(?)	40	842	-13.8	-48.0	802
Idaho.....	44	(?)	(?)	21	499	-17.7	-23.1	446
Montana.....	66	-37.2	+8.2	50	542	+6.9	-39.3	462
Utah.....	203	-53.5	+120.7	162	1,196	+34.8	+195.3	1,033
Wyoming.....	3	(?)	(?)	0	32	(?)	(?)	31
Region XII:								
Arizona.....	206	-10.0	+57.3	183	840	+5.5	-55.0	775
California.....	9,727	-2.5	+50.6	5,413	38,855	-9.3	+63.9	32,072
Nevada.....	83	(?)	(?)	68	346	+132.2	+30.6	290
Oregon.....	216	-52.4	-26.0	159	781	-44.2	-38.7	659
Washington.....	415	-29.4	0	293	1,044	-25.6	-2.5	903
Territories <sup>4</sup> .....								

<sup>1</sup> Except claims taken by U. S. Employment Service personnel, which are reported by War Manpower Commission.

<sup>2</sup> Includes additional claims, except in Florida, Indiana, Maryland, Ohio, Pennsylvania.

<sup>3</sup> Includes waiting-period claims.

<sup>4</sup> Excludes Alaska and Hawaii, and claims taken by unemployment compensation personnel in Colorado; data not reported.

<sup>5</sup> State procedures do not provide for filing additional claims.

<sup>6</sup> Excludes all claims for partial unemployment.

<sup>7</sup> Data not comparable.

<sup>8</sup> Not computed, because fewer than 50 claims were reported in either or both periods.

<sup>9</sup> Data not available.

by the program. To protect the seniority, reemployment, or other rights of workers whose release is required, the WMC area director will work out arrangements with employers to place such workers on leave without pay, or furloughs. Workers must be referred

to employments on the urgent production list. The U. S. Employment Service will agree to a man's release only after an interview with him and after suitable work has been found for him. Workers qualified for referral who refuse suitable employment



without good cause will be terminated from present jobs although they will be eligible for subsequent referrals.

Although 13 out of every 100 referrals by local offices during the week ended August 5 were to essential jobs in other areas, such referrals were not sufficient to fill the needs of urgent war production, and 20 special recruiting teams were assigned to go into critical regions to aid in inter-regional recruitment of workers.

### Placement Activities

The 1.3 million nonfarm placements made by the USES in August were about twice the number in August 1942. Between August 1942 and August 1944 placements increased in almost every month. There were 15.3 percent more nonfarm placements in August than in July; all States in Regions II, V, IX, X, and XII and 20 other States shared in the increase. Percentage changes among the States ranged from a decrease of 20 percent in Utah to an increase of 50 percent in Minnesota; in 20 States the increase was above the average for the United States.

Placements of women in August constituted the smallest proportion (32 percent) of all nonfarm placements since October 1942, while placements of nonwhite workers set a new all-time high both in total number (239,000) and in percent (19) of total placements. More than half of all workers placed in jobs in Rhode Island and the District of Columbia were women, and in only 7 States did placements of women constitute less than one-fifth of all placements. The relative number of nonwhite workers placed varied from 0.1 percent in Vermont to 51 percent in the District of Columbia; in 15 States nonwhite workers filled at least one-fourth of all new jobs.

Table 4.—Nonagricultural placements, by State, August 1944

War Manpower Commission region and State	Total			Short- time, number	Women		Nonwhite	
	Number	Percentage change from—			Number	Percent- age change from July 1944	Number	Percent- age change from July 1944
		July 1944	August 1943					
Total.....	1,289,170	+15.3	+32.8	120,537	399,335	+13.4	238,886	+21.4
Region I:								
Connecticut.....	14,270	+7.6	+22.5	390	4,856	-4.8	894	+34.2
Maine.....	6,398	-3.3	-1.1	662	1,575	-21.1	17	-----
Massachusetts.....	27,686	-5.5	+11.0	162	11,105	-9.4	832	+6.9
New Hampshire.....	2,438	-10.2	-5.6	9	1,073	-20.6	5	-----
Rhode Island.....	7,475	-11.1	+28.0	3	3,995	-10.5	148	-33.0
Vermont.....	1,742	+9.8	+48.1	4	671	-7.3	1	-----
Region II:								
New York.....	107,597	+5.1	+37.8	37,246	43,530	+9.0	35,599	+2.6
Region III:								
Delaware.....	2,578	-4.6	-2.3	3	1,106	-4.6	988	+2.7
New Jersey.....	40,079	+19.9	-6.7	906	16,170	+24.7	9,386	+33.8
Pennsylvania.....	67,216	+21.8	+60.4	1,880	21,662	+22.5	9,315	+24.6
Region IV:								
District of Columbia.....	10,900	+37.2	+261.6	114	6,124	+52.6	5,590	+8.5
Maryland.....	25,416	+2.6	+61.7	211	11,360	+8.6	9,076	+6.9
North Carolina.....	30,828	+30.9	+25.7	180	12,749	+45.6	12,804	+58.3
Virginia.....	33,588	+28.4	+261.6	36	12,133	+18.7	12,097	+66.5
West Virginia.....	14,253	-4.3	+93.7	174	2,776	+8.4	672	-18.7
Region V:								
Kentucky.....	23,347	+20.6	+25.4	20	6,903	+18.2	2,500	+14.5
Michigan.....	40,890	+20.0	+3.5	250	10,023	+3.8	5,562	+13.1
Ohio.....	83,161	+24.2	+27.4	10,931	27,507	+19.6	14,313	+20.1
Region VI:								
Illinois.....	76,338	+35.8	+195.8	28,640	14,184	+7.9	8,702	+32.5
Indiana.....	36,334	+26.4	+35.0	3,741	11,165	+19.2	3,525	+19.2
Wisconsin.....	22,385	-8.7	+13.7	422	7,878	-13.2	799	+41.9
Region VII:								
Alabama.....	25,380	-3.1	+53.1	35	7,770	+13.1	7,362	-3.0
Florida.....	19,886	+7.7	+2.4	1,286	6,783	+10.1	7,169	+22.9
Georgia.....	37,076	+25.3	+30.6	558	14,059	+35.5	10,912	+72.7
Mississippi.....	13,744	-1.6	+19.5	75	5,150	+23.5	5,160	-7.0
South Carolina.....	19,323	+27.3	+73.2	106	6,943	+33.4	6,277	+44.4
Tennessee.....	28,297	-1.2	+23.0	138	7,179	-6.8	6,512	-4.0
Region VIII:								
Iowa.....	22,478	+48.6	+64.8	297	9,713	+71.2	504	+20.6
Minnesota.....	25,952	+49.6	+15.0	3,411	9,836	+86.9	336	+95.0
Nebraska.....	7,844	+4.6	+8.5	226	2,051	-2.4	521	+13.5
North Dakota.....	1,821	+16.1	+67.2	333	362	-13.0	491	+622.1
South Dakota.....	1,780	-0.9	+0.0	96	786	+27.6	101	-8.2
Region IX:								
Arkansas.....	12,117	+24.4	+29.1	358	2,965	+4.5	3,950	+30.7
Kansas.....	13,966	+14.3	+13.2	587	4,096	-4.5	1,998	+17.0
Missouri.....	31,948	+25.9	+15.5	341	8,253	+10.9	5,294	+35.6
Oklahoma.....	16,954	+8.2	+85.7	624	3,550	+6.7	2,057	+16.1
Region X:								
Louisiana.....	12,850	+12.7	+96.1	113	2,868	+40.5	5,120	+1.2
New Mexico.....	3,595	+1.2	+63.6	24	601	+13.8	124	-25.3
Texas.....	71,768	+6.8	+80.1	3,213	13,965	-9.9	20,590	+14.4
Region XI:								
Colorado.....	11,562	+24.0	+26.7	1,208	2,634	+3	394	+32.2
Idaho.....	3,801	-1.9	+3.4	341	1,255	+42.5	133	-24.4
Montana.....	3,706	+10.7	+27.1	317	547	+15.9	118	-41.3
Utah.....	7,688	-20.1	+33.2	298	2,863	-12.4	491	-11.4
Wyoming.....	2,256	+23.3	+35.6	77	389	-6.9	70	-----
Region XII:								
Arizona.....	5,618	+15.7	+13.5	83	1,972	+30.3	744	+8.1
California.....	129,332	+25.5	+51.9	13,225	38,752	+7.7	14,890	+56.0
Nevada.....	2,788	+5.6	-20.8	471	661	+0.8	412	+44.1
Oregon.....	18,200	+6.3	-2.7	1,391	5,382	+4.6	633	-42.7
Washington.....	33,548	+3.3	-8.9	5,410	9,205	+12.7	3,831	+18.2

<sup>1</sup> Computed only for States reporting 50 or more nonwhite placements in both months.

## Railroad Unemployment Insurance and Employment Service \*

In August unemployment insurance operations increased somewhat and the employment service set new records. For the first time since the initial tabulations of unfilled openings last December, the number of unfilled openings on active orders fell below 100,000.

### Employment Service

Placements were more numerous in August than in July in all but two regions. More referrals were made and more placements were verified than in any other month of employment service operations. Besides furnishing replacements for students, farm workers, and others leaving railroad jobs, the high level of placements contributed to an employment increase of 5,900 on class I railroads between mid-July and mid-August.

During the month a national priority rating was granted to two western railroads on whose lines serious labor shortages threatened to disrupt freight movements; emergency orders accordingly were placed in national clearance. Servicemen and farm workers were sought for temporary work, particularly for track maintenance and for handling the increase in less-than-carload freight diverted to the railroads because of a strike in

\*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 6.—Railroad unemployment insurance: Number of certifications, average payment, and average number of compensable days, benefit year 1944-45, by month <sup>1</sup>

Type of certification and period	All certifications				Percent of certifications with specified days of unemployment <sup>2</sup>			
	Number	Average payment	Average daily benefit	Average compensable days <sup>3</sup>	Total	14 days	8-13 days	5-7 days
Certifications for first registration period:								
July 1944.....	210	\$21.28	\$3.31	6.44	100.0	82.2	17.8	-----
August.....	498	20.76	3.34	6.21	100.0	73.9	26.1	-----
Certifications for subsequent registration periods:								
July 1944.....	7	25.46	2.62	9.71	100.0	71.4	28.6	0.0
August.....	859	30.11	3.31	9.10	100.0	76.6	19.3	4.1

<sup>1</sup> Data cover only certifications for unemployment in the current benefit year. All data are based on a complete tabulation.

<sup>2</sup> Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

the trucking industry. Plans for retaining students for part-time or week-end work during the school year were made. A training school for Pullman conductors in Washington, D. C., was inaugurated and the block operators' school in Huntington, W. Va., was approved by the Veterans Rehabilitation Service for the training of veterans.

About 5,700 Mexican nationals entered the United States in August and were placed with 22 employers, including a new participant in the program. At the end of the month, about 36,000 were in service with 30 employers.

### Unemployment Insurance Operations

Although lower than a year ago, unemployment insurance activities in August increased over the 3 preceding months. Fewer unemployed workers filed applications for certificate of benefit rights than in July, the first month of the new benefit year, but the number of claims and payments rose substantially. About \$36,700 in

benefits was disbursed, almost double the July amount.

Claims receipts were one-third larger than in the preceding month. More than half came from the Atlanta, New York, and Chicago regions. The increase was greatest in the Atlanta region, where some temporary traffic declines occurred. Because of the payment in August of a substantial number of initial claims received in July, the number of benefit payments rose more sharply than the number of claims. About 35 percent of the payments went to unemployed trainmen and enginemen.

Although the average daily benefit rate for initial registration periods in the current benefit year was slightly higher, a decline in the average number of compensable days reduced the average payment to \$20.76. On the other hand, payments for subsequent periods averaged more than \$30 for the first time.

New benefit accounts were opened during the month for 515 workers, bringing the total for the current benefit year to 850.

Table 5.—Railroad unemployment insurance: Placements, applications for certificate of benefit rights received, claims received, and benefit payments certified, by specified period, 1943-45

Period	1944-45					1943-44				
	Placements	Applications <sup>1</sup>	Claims	Benefit payments <sup>2</sup>		Placements	Applications <sup>1</sup>	Claims	Benefit payments <sup>2</sup>	
				Number	Amount				Number	Amount
July-August.....	182,011	1,426	3,143	2,145	\$56,551	65,366	1,721	4,040	2,778	\$69,465
July.....	84,855	854	1,330	772	19,872	29,276	1,024	2,034	1,213	29,123
August.....	97,156	572	1,813	1,373	36,680	36,090	697	2,006	1,565	40,342

<sup>1</sup> Includes applications for current and preceding benefit years.

<sup>2</sup> Net figures adjusted for underpayments and recovery of overpayments.

Amounts are rounded to the nearest dollar and may not add up to totals shown.

# Old-Age and Survivors Insurance

## Under the Social Security Act

### Monthly Benefits in Force and Payments Certified, August 1944

At the end of August, 1,036,000 persons were entitled to receive monthly benefits totaling nearly \$19 million a month (table 1).

The total number of monthly benefits awarded in August was larger than in any other month since 1940. More child's and widow's current benefits were awarded than in any earlier month, while more widow's benefits were awarded than in any month except March and May 1944. The number of parent's benefits did not change significantly from the number awarded in earlier months.

During August, 18,600 lump-sum death payments under the 1939 amendments were awarded, exceeding any previous month's total by more than 1,000. Only 32 lump-sum death payments under the 1935 act were awarded, the smallest monthly number ever paid.

Monthly benefit payments certified during August totaled \$16.8 million,

while lump-sum death payments totaled nearly \$2 million.

### Applicants for Account Numbers, April-June 1944

At the end of June, a cumulative total of 78.2 million social security accounts had been established, and an estimated 71.3 million living persons, or 67 percent of the estimated population aged 14 and over, held account numbers.

Table 2.—Number of applicants for account numbers, by year, 1941-43, and first and second quarters 1944, and estimated number of account-number holders at end of each period

Period	Applicants for account numbers <sup>1</sup>		Estimated number of living account-number holders 14 years and over as of end of period <sup>2</sup>			
	Total during period	Cumulative total as of end of period	Number	Percent of estimated population 14 years and over <sup>3</sup>		
				Total	Male	Female
1941.....	6,677,584	60,902,991	58,000,000	84.0	72.0	36.0
1942.....	7,637,416	68,540,407	63,000,000	80.2	77.4	48.2
1943.....	7,415,294	75,955,701	69,400,000	65.7	80.7	50.8
January-March 1944.....	919,701	76,875,402	70,100,000	66.2	81.0	61.5
April-June 1944.....	1,370,667	78,246,069	71,300,000	67.1	81.5	52.8

<sup>1</sup> Excludes applicants whose sex and/or race is unknown.  
<sup>2</sup> Estimated by adjusting the cumulative total of accounts established for duplications as well as for deaths; includes Alaska and Hawaii. Data subject to revision.

<sup>3</sup> Population 14 years of age and over estimated by U. S. Bureau of the Census; includes Alaska and Hawaii.

Table 1.—Monthly benefits in force<sup>1</sup> in each payment status,<sup>2</sup> actions effected during the month, and payments certified, by type of benefit, August 1944

(Current month's data corrected to Sept. 14, 1944)

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of July 31, 1944.....	1,015,582	\$18,585,893	424,775	\$9,977,847	123,704	\$1,544,975	292,396	\$3,610,400	59,686	\$1,208,310	110,479	\$2,189,793	4,542	\$59,598
Current-payment status.....	857,991	15,599,457	346,011	8,183,739	105,007	1,323,489	262,606	3,239,890	58,637	1,181,842	81,268	1,611,945	4,462	58,552
Deferred-payment status.....	4,217	77,450	2,492	52,961	486	5,678	642	7,599	168	3,764	423	7,373	6	75
Conditional-payment status.....	153,374	2,908,986	76,272	1,741,147	18,211	215,808	29,148	362,911	881	17,704	28,788	570,475	74	941
Suspended.....	130,224	2,428,049	67,570	1,499,162	15,432	177,602	24,800	308,655	556	10,921	21,738	430,683	66	826
Frozen.....	23,150	480,937	8,702	241,985	2,779	38,206	4,288	54,256	233	6,783	7,050	130,302	6	115
Actions during August 1944:														
Benefits awarded.....	28,033	513,555	9,730	339,501	3,664	46,742	8,681	109,277	2,135	42,715	3,712	73,872	111	1,448
Entitlements terminated <sup>3</sup> .....	7,706	137,959	2,267	54,648	1,098	13,745	2,681	34,989	212	4,107	1,476	30,053	32	407
Net adjustments <sup>4</sup> .....	86	2,436	-16	-103	0	17	77	1,602	0	8	25	907	0	5
In force as of Aug. 31, 1944.....	1,035,935	\$18,963,925	432,222	\$10,162,597	126,270	\$1,577,989	298,473	\$3,686,290	61,609	\$1,241,926	112,740	\$2,234,509	4,621	\$60,614
Current-payment status.....	874,467	15,912,332	352,386	\$8,343,643	107,171	\$1,351,573	286,840	\$3,291,080	60,519	\$1,219,721	83,009	\$1,646,700	4,542	\$59,615
Deferred-payment status.....	4,237	78,467	2,527	54,079	496	5,862	619	7,269	169	3,724	430	7,457	6	76
Conditional-payment status.....	157,231	2,973,126	77,309	1,764,875	18,613	220,554	31,014	387,941	921	18,481	29,301	580,352	73	923
Suspended.....	133,562	2,493,585	68,598	1,522,428	15,780	181,642	26,465	330,180	586	11,459	22,969	437,981	64	795
Frozen.....	23,669	489,541	8,711	242,447	2,833	38,912	4,549	57,761	335	7,022	7,232	145,271	9	128
Payments certified in August <sup>5</sup> .....		\$18,752,286		\$8,712,172		\$1,417,674		\$3,515,305		\$1,257,983		\$1,817,519		\$63,963

<sup>1</sup> Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

<sup>2</sup> Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit. Benefit in deferred-payment status is one withheld entirely for a known period. Benefit in conditional-payment status is one withheld entirely for an indefinite period; if previously in current or deferred-payment status, it is a suspended benefit; otherwise it is a frozen benefit.

<sup>3</sup> Benefits are terminated when a beneficiary dies or loses entitlement to benefits for the reasons specified in 1939 amendments, sec. 202.

<sup>4</sup> Adjustments result from operation of maximum and minimum provisions of 1939 amendments, sec. 203 (a) and (b), and from other administrative actions.

<sup>5</sup> Distribution by type of benefit estimated; includes retroactive payments.

<sup>6</sup> Includes \$1,966,385 paid as lump-sum benefits under 1939 amendments (payable with respect to workers who died after December 1939, if no survivor could be entitled to monthly benefits for month in which worker died) and \$1,265 paid as lump-sum benefits under 1935 act (payable with respect to workers who died prior to January 1940).

Table 3.—Distribution of applicants for account numbers by sex, race, and age group, April-June 1944<sup>1</sup>

Age group	Total			Male			Female		
	Total	White <sup>2</sup>	Negro	Total	White <sup>2</sup>	Negro	Total	White <sup>2</sup>	Negro
Total.....	1,370,667 <sup>1</sup>	1,167,371	203,296	545,796	484,307	61,489	824,871	683,064	141,807
Under 15.....	150,625	130,347	20,278	105,221	90,810	14,411	45,404	39,537	5,867
15-19.....	707,486	626,474	81,012	303,199	272,821	30,378	404,287	353,653	50,634
20-24.....	98,705	88,938	9,767	19,570	16,077	3,493	79,135	62,861	16,274
25-29.....	64,598	45,246	19,352	10,973	8,935	2,038	53,625	36,306	17,317
30-34.....	64,081	48,720	15,361	11,379	9,611	1,768	52,702	39,109	13,593
35-39.....	62,571	46,178	12,393	12,013	11,030	1,983	50,558	39,148	10,810
40-44.....	54,043	44,914	9,129	13,006	11,475	1,531	40,947	33,430	7,508
45-49.....	46,754	40,747	6,007	13,320	11,860	1,460	33,434	28,887	4,547
50-54.....	40,378	36,457	3,921	13,494	12,139	1,355	26,884	24,318	2,566
55-59.....	32,198	29,597	2,601	12,583	11,473	1,110	19,615	18,124	1,491
60-64.....	22,889	21,351	1,538	11,332	10,509	823	11,557	10,842	715
65-69.....	14,467	13,400	1,067	9,374	8,625	749	5,093	4,775	318
70 and over.....	11,729	10,961	768	9,572	8,914	658	2,157	2,047	110
Unknown.....	143	41	102	70	25	45	73	16	57

<sup>1</sup> Excludes 2,709 applicants whose sex and/or race is unknown.<sup>2</sup> Represents all races other than Negro.

applicants 36 percent less. The number of Negro applicants declined only 26 percent for the same period. Negroes comprised almost 15 percent of all applicants in the second quarter of 1944, the highest proportion on record for a second quarter.

#### Family Benefits in Force, December 31, 1943

At the end of 1943, monthly benefits were in force for one or more individuals in 561,600 different families. The total monthly amount in force was \$16.1 million, and the average family benefit was \$28.70, ranging from \$12.30 for a family group in which only one child was entitled to a survivor benefit to \$50.50 for a family of a widow and three or more children, all entitled to monthly benefits.

The information on family benefits, presented in the BULLETIN for the first time in table 5, is derived from a special tabulation of a 20-percent family benefit sample. Although the inflation of the sample data is controlled by accurate data on individual beneficiaries, some of the inflated figures are subject to a margin of error. Therefore, the numbers of families and beneficiaries are shown only to the nearest hundred, benefit totals to the nearest thousand dollars, and average benefits to the nearest ten cents. The information relates to all benefits in force, including those in conditional and deferred as well as in current-payment status.

The group of families representing an aged worker or such a worker and

Table 4.—Distribution of account-number applicants under 20 years of age, by sex and age, April-June, 1944 and 1943

Age	Total			Male			Female		
	April-June		Percentage change	April-June		Percentage change	April-June		Percentage change
	1944	1943		1944	1943		1944	1943	
Under 20, total.....	858,111	1,229,269	-30.2	408,420	601,995	-32.2	449,691	627,274	-28.3
Under 18, total.....	722,150	988,127	-26.9	376,796	539,726	-30.2	345,354	448,401	-23.0
Under 14.....	49,638	51,584	-3.8	39,963	43,863	-8.8	9,655	7,721	+25.0
14.....	100,967	103,132	-2.1	65,238	72,287	-9.8	35,749	30,845	+16.9
15.....	165,976	212,158	-21.8	92,449	128,288	-27.9	73,527	83,870	-12.3
16.....	238,714	349,192	-31.6	112,386	176,400	-36.3	126,328	172,792	-26.9
17.....	166,835	272,061	-38.7	66,740	118,888	-43.9	100,095	153,173	-34.7
18.....	90,438	164,305	-45.0	23,183	48,798	-52.6	67,255	115,507	-41.7
19.....	45,523	76,837	-40.8	8,471	13,471	-37.1	37,052	63,366	-41.5

one or more dependents entitled to benefits constituted 67.5 percent of all families and received 64 percent of the total monthly benefits. They accounted for only 57 percent of the individual beneficiaries, however; at the end of 1942, the proportion had been about 60 percent. The increase in the relative numbers of survivor beneficiaries has been somewhat accelerated by the favorable employment opportunities of the war years, which have kept aged workers in the labor market after they were eligible for benefits and slowed the rate of retirement that could otherwise have been expected.

Among the families which included a retired wage earner, the smallest family benefit went to the female primary beneficiary with no eligible dependents; her benefit averaged \$19.00, in comparison with the \$23.60 average for the male primary bene-

fiary only. The highest average family benefit for this whole group of families representing a retired worker with or without dependents entitled to benefits was \$43.40 for families consisting of the worker and two or more entitled children.

Among survivor families, the range of average family benefits was wider than among the families with a retired wage earner, and both the highest and lowest average family benefits were found in this group. The highest was \$50.50 for a widow with three or more entitled children, and the lowest, \$12.30 for a single child beneficiary. The average for one parent was only slightly higher—\$13.20.

In relating the average family benefit to the average primary benefit on which the family benefit is computed, several factors should be noted. The average primary benefit cannot always be checked directly from the



average family benefit. Although, in general, the benefits for a wife, child, or dependent parent are half the corresponding primary benefit, and the widow's benefit—both for the widow with entitled children in her care and for the widow aged 65 or over—equals three-fourths of the primary benefit amount, the operations of maximum and minimum limitations affect the amount of the total family benefit.

Under the benefit formula, the combined benefits payable on any one wage record cannot exceed \$85 or 80 percent of the wage earner's monthly wage, whichever is smaller; in addition, there is an over-all limitation that the family benefit cannot be larger than twice the corresponding primary benefit. In cases in which the 80-percent maximum operates, as it may for families of a widow and three or more children, the total family benefit is slightly less than twice the deceased wage earners' primary benefit. The operation of the \$10 minimum, in turn, affects the benefit payable to one child only, one parent only, or a widow only; the benefit may be increased to more than half, or more than three-fourths, the primary benefit.

While variations in the average primary benefit correspond to variations in the "average monthly wage," the operation of the benefit formula makes it impossible to compute the mean wage accurately from the average benefit. It may be assumed, however, that each dollar of difference in average primary benefit among the family groups indicates roughly \$9 difference in average monthly wage, as defined in the act.

Among the families including a retired worker, the largest average primary benefit, \$24.80, was found in families of a worker and his entitled wife. This fact corroborates findings already evident from data on new awards, namely, that married male primary beneficiaries have higher average primary benefits, age for age, than the nonmarried, i. e., single, widowed, or divorced men; also that, age for age, the average primary benefit of the married primary beneficiary with a wife aged 65 or over is greater than that for one with a wife under age 65. The smallest average primary benefit for the total group of primary-dependent families was that

Table 5.—Monthly benefits in force for family groups, as of December 31, 1943

[Estimated from a 20-percent sample, corrected to Sept. 14, 1944]

Family classifications of entitled beneficiaries	Number of wage records—i.e., number of families (in thousands)	Number of beneficiaries (in thousands)	Total family benefits (in thousands)	Worker's average primary benefit <sup>1</sup>	Average family benefit
Total.....	561.6	885.4	\$16,143	\$24.40	\$28.70
Retired worker families:					
Male primary only.....	210.0	210.0	4,949	23.60	23.60
Female primary only.....	60.2	60.2	922	19.00	19.00
Primary and wife.....	109.2	218.5	4,033	24.50	27.20
Primary and 1 child.....	6.4	12.8	221	22.90	34.40
Primary and 2 or more children.....	3.3	10.0	143	21.70	43.40
Primary, wife, and children.....	.1	.3	6	( <sup>2</sup> )	( <sup>2</sup> )
Survivor families:					
Widow (aged 65 or over) only.....	46.8	46.8	944	26.80	20.30
Widow and 1 child.....	49.9	99.8	1,711	27.40	34.30
Widow and 2 children.....	28.6	55.8	1,344	26.90	47.00
Widow and 3 or more children.....	16.8	68.5	846	25.40	50.50
1 child only.....	16.8	16.8	207	21.80	12.30
2 children.....	6.9	13.8	159	23.10	23.10
3 children.....	4.1	12.3	139	22.90	34.30
4 or more children.....	8.8	35.8	407	23.20	46.10
1 parent.....	3.4	3.4	45	24.50	13.20
2 parents.....	.3	.6	7	( <sup>2</sup> )	( <sup>2</sup> )

<sup>1</sup> For survivor benefits, represents amount on which such benefits are based.

<sup>2</sup> No average shown because based upon too few cases.

for retired wage earners with two or more children, \$21.70.

The highest average primary benefit on which any of the family benefits was based was found among survivor families; it was \$27.40, for families of a widow and one child. The average family benefit for a widow and two children was based on a somewhat smaller primary benefit, \$26.90, and for a widow and three or more children, it was still smaller, \$25.40. This variation is attributable to the fact that lower-income families are likely to have more children; moreover, the average age at death for workers survived by several children under age 18 is somewhat lower than the average age of a worker with only one minor child. The latter worker often was old enough to have had other children over age 18 by the time he died; and he presumably had higher average wages than the younger worker. Of the 250,700 child's benefits in force at the end of 1943, all but 13,200 were in force for children whose fathers had died; only about 5 percent represented children of retired workers.

Survivor benefits are generally based on higher average primary benefits than the average for primary beneficiaries themselves. In the early years of the system and particularly during these war years, workers who have filed for retirement benefits are generally those whose employment

has been irregular—often because of poor health; their average monthly benefit is therefore moderately low. The survivor benefits, on the other hand, constitute a more representative cross-section of insured workers generally. Practically all the deceased workers on whose wage records these benefits are based were men,<sup>1</sup> and a large proportion of them were in their period of highest earnings. The average for this group would be higher except for the presence among them of workers who were only currently insured at the time of their death. Because of the lower eligibility requirements for currently than for fully insured status, the currently insured workers had had relatively brief covered employment and their average primary benefit was less than 60 percent of the average for the fully insured workers.

Beginning with the November issue, the BULLETIN will carry monthly estimates of average family benefits in force. Analyses will also be carried from time to time as material on family benefits becomes available from other tabulations.

<sup>1</sup> Most of the payments based on the wage records of deceased women workers have been lump-sum payments—less than 10 percent were in the form of monthly benefits.

## Under the Railroad Retirement Act\*

Retirement activity in August was at a relatively high level. Benefit payments certified to the Treasury reached a record high. The number of new applications for employee annuities was the largest since April 1941, and the number of employee annuity certifications was the largest since February of this year. The number of lump-sum death benefits certified was the highest in more than 5 years.

Benefit payments in August totaled \$11.7 million with 83 percent going to employee annuitants, 10 percent to

former carrier pensioners, and 7 percent to survivors (table 6). Almost 92 percent of the total was in the form of regular monthly checks payable on the 165,000 benefits in force at the end of the month. The balance consisted of retroactive payments on benefits newly certified or recertified during the month less cancellations and refunds of payments made in previous months.

**Employee annuities.**—Applications for employee annuities totaled 1,970, almost 300 more than the average for the first 7 months of 1944. The number of certifications increased to 1,504—76 more than the average of 1,428 for January–July. For the first 7 months of the year terminations by death averaged 944 but dropped to 786 in August in accordance with the usual seasonal decline. At the end of the month 140,300 annuitants were on

the rolls, receiving an average of \$66.62 a month.

**Pensions.**—No new pensions were certified during the month, and 195 were terminated by death. The number in force on August 31 was 20,400 with an average monthly pension of \$59.21.

**Survivor payments.**—About 1,700 lump-sum death benefits were certified in August at an average amount of \$381.61. Only 45 of the benefits were payable on the death of an annuitant; the rest were payable on the death of employees in active service, or former employees who had left the industry but had not yet entered the annuity rolls.

Twenty-three survivor annuities and 50 death-benefit annuities were certified. At the end of the month, 3,709 of the former were in force at an average monthly rate of \$31.90, and 556 of the latter, at \$36.17.

\* Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 6.—Railroad retirement: Annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of benefit, August 1944<sup>1</sup>

Period and action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities <sup>2</sup>	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force July 31, 1944.....	164,442	\$10,652,196	139,547	\$9,292,582	20,637	\$1,221,701	3,697	\$117,809	561	\$20,102
During August 1944:										
Initial certifications.....	1,577	105,507	1,504	102,947	0	0	23	745	50	1,814
Terminations by death (deduct).....	1,047	66,355	786	53,059	195	11,262	11	225	55	1,808
In force as of Aug. 31, 1944.....	164,976	10,693,336	140,262	9,344,090	20,449	1,210,439	3,709	118,317	556	20,109
Total payments (net).....		\$11,651,499		\$9,640,665		\$1,202,190		\$120,237		\$27,348

<sup>1</sup> For definitions of classes of benefit, see the *Bulletin*, October 1942, p. 25. Data for initial certifications are for period in which payment was certified, not for period in which it began to accrue. Data for terminations by death are for period in which notice of death was received, not for period in which beneficiary died. In-force data represent certifications less terminations by death; they are adjusted for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to a lump-sum payment). Certifications are reported on an accounting-month

basis ended on approximately the 20th, terminations are reported through the 14th–27th, and total payments are on calendar-month basis. Cents omitted.

<sup>2</sup> In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

<sup>3</sup> Includes \$661,056 for lump-sum death benefits.

(Continued from page 15)

The conferees were instructed to return to the Senate-House conference and stand steadfast against the two provisions.

During that conference, the House conferees agreed to the reinsertion of title III, retraining and reemployment, which the House had previously deleted from the Senate bill. On the other provisions, however, the conferees remained deadlocked. Finally, on September 19, the Senate conferees reported out the conference report, declaring "The House having voted to insist upon its disagreement, we were confronted with two alternatives—to

accept the provisions of the bill upon which there was agreement, or have no bill at all . . . Feeling that it is vital that titles I and II be enacted and that the other titles are very desirable, we reluctantly receded from the Senate position. We deplore the fact that it was not possible, in this bill, to care for these two highly desirable steps in the program for human demobilization but call attention to the fact that the way is still open to enact these two provisions by separate legislation." The Senate agreed to the report that same day.

The following day, the conference report was submitted to the House.

In reply to a question, Representative Doughton reiterated a previous statement "that in view of the limited time at the disposal of the Committee, and in view also of the honest difference of opinion of some Members of the House," it would be his purpose "at the first practical time to call the Committee together to consider further these two questions in dispute, one with respect to transportation and travel pay and the other with respect to unemployment compensation for Federal employees." The conference report was accepted by the House on September 20 and became law October 3.

## Social and Economic Data

### Social Security and Other Income Payments

Income payments to individuals in August amounted to \$13.1 billion, 1.0 percent above July payments and 9 percent above those in August 1943. Social insurance and related payments accounted for 1.3 percent of the total.

Compensation of employees, which reached \$9.3 billion, was 0.8 percent more than in July and 9 percent above the amount a year earlier. Entrepreneurial income, net rents, and royalties rose 1.7 percent to \$2.4 billion; although these payments were slightly higher than in August 1943, they were below the level maintained during the first half of 1944. Dividends and interest payments of \$943 million were 11 percent above such payments a year earlier.

Government allowances to dependents of members of the armed forces continued to rise, though at a slower rate, and in August made up 1.8 percent of total income payments. The \$231 million expended was 3 percent more than in July and about 2½ times the allowances paid in August last year. (Payments under the emergency maternity and infant care program, formerly included with military allowances, are now excluded from the monthly series but will be reported in the BULLETIN from time to time.)

Social insurance and related payments totaled \$175 million, an increase of 2.3 percent from the July figure and of 25 percent from that in August 1943.

#### Social Insurance and Related Payments

Payments in August under the selected social insurance and related programs shown in table 2 amounted to \$99 million, 2.8 percent more than in July and 32 percent more than in August 1943. The programs included in the monthly series, which has been revised to include Rhode Island sickness compensation and to exclude refunds to employees leaving the Federal civil service, represented 57 per-

cent of all social insurance and related payments as estimated by the Department of Commerce.

Benefits under the State unemployment compensation laws rose to \$4.8 million, 11 percent above July payments and 7 percent less than in August of last year. Railroad unemployment benefits of \$38,000 were almost double payments in July and 11 percent below those in August 1943.

Unemployment benefits formed 4.9 percent of the total this month as compared with 7.0 percent last August. Rhode Island sickness compensation, discussed in more detail below, made up 0.5 percent of all payments in August of both years. Monthly retirement or disability benefits and payments to survivors, 69.5 and 23.0 percent, respectively, of the total in August 1943, accounted for 71.2 and 23.4 percent of this August's total.

Payments under the programs

which pay retirement, disability, and survivor benefits have increased during the past year at very different rates, with the result that the proportion of all payments accounted for by each program has shifted noticeably since last August. Of the total of \$99 million this month, 56.7 percent was paid under the veterans' program, 18.9 percent under old-age and survivors insurance, 11.7 percent under the railroad retirement program, and 7.3 percent under the civil-service program. A year earlier, when total payments amounted to \$75 million, veterans' payments comprised a smaller proportion (49.3 percent), old-age and survivors insurance, approximately the same (19.4 percent), and the railroad and civil-service retirement programs, higher proportions (14.9 and 8.9 percent, respectively).

Pensions and compensation paid in August to living veterans were 57 percent above the level a year earlier. The upswing results from increased rates of compensation, effective in

Table 1.—Income payments to individuals, by specified period, 1936-44<sup>1</sup>

[In millions; data corrected to Oct. 7, 1944]

Calendar year and month	Total <sup>2</sup>	Compensation of employees <sup>3</sup>	Entrepreneurial income, net rents, and royalties	Dividends and interest	Public aid		Social insurance and related payments <sup>4</sup>	Military allowances <sup>5</sup>
					Work relief <sup>6</sup>	Direct relief <sup>7</sup>		
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$872	\$955	-----
1937.....	72,385	44,689	14,162	9,891	1,639	836	1,020	-----
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,529	-----
1939.....	70,793	43,870	13,441	8,891	1,870	1,071	1,616	-----
1940.....	76,210	48,218	14,313	9,175	1,577	1,098	1,801	-----
1941.....	92,710	60,262	18,599	9,761	1,213	1,112	1,744	-----
1942.....	116,652	79,642	23,933	9,441	586	1,060	1,844	\$136
1943.....	142,224	100,730	27,699	10,070	88	938	1,703	1,020
1944.....								
August.....	12,045	8,539	2,348	851	0	77	140	89
September.....	12,044	8,598	2,274	857	0	78	141	95
October.....	12,177	8,691	2,301	864	0	78	143	100
November.....	12,358	8,809	2,346	870	0	78	143	112
December.....	12,475	8,900	2,337	878	0	79	147	134
1944.....								
January.....	12,672	9,003	2,402	885	0	79	149	153
February.....	12,934	9,168	2,474	892	0	79	156	165
March.....	12,887	9,104	2,456	900	0	79	159	188
April.....	12,840	9,074	2,421	908	0	78	161	198
May.....	12,927	9,096	2,432	917	0	78	166	218
June.....	13,019	9,170	2,457	926	0	78	168	222
July.....	12,999	9,234	2,356	935	0	78	171	224
August.....	13,131	9,307	2,396	943	0	78	175	231

<sup>1</sup> Compensation of employees; entrepreneurial income, net rents, and royalties; and dividends and interest adjusted for seasonal variation.

<sup>2</sup> Includes veterans' bonus; for totals for years 1936-42 see October 1943 Bulletin; August payments were \$1 million.

<sup>3</sup> Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions, payments to the armed forces, and beginning February 1944, mustering-out pay.

<sup>4</sup> Earnings of persons employed by NYA, WPA, and CCC. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in compensation of employees.

<sup>5</sup> Payments to recipients under 3 special public assistance programs and general assistance, value of food stamps issued by Food Distribution Administration under food stamp plan, and subsistence payments certified by Farm Security Administration.

<sup>6</sup> Payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

<sup>7</sup> Government portion of payments to dependents of members of the armed forces; portion deducted from military pay included under compensation of employees as part of military pay rolls.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

June 1944, and from the addition of beneficiaries to the rolls; the number of veterans receiving payments this year ago. Similarly a 10-percent increase from last August in the number

Table 2.—Selected social insurance and related programs, by specified period, 1936-44

[In thousands; data corrected to Oct. 4, 1944]

Calendar year and month	Total	Retirement, disability, and survivor programs											Unemployment insurance programs				
		Monthly retirement and disability benefits <sup>1</sup>					Survivor benefits						Rhode Island sickness compensation <sup>10</sup>	Total	State unemployment compensation laws <sup>10</sup>	Railroad unemployment insurance Act <sup>11</sup>	
		Total	Social Security Act <sup>2</sup>	Railroad Retirement Act <sup>3</sup>	Civil Service Commission <sup>4</sup>	Veterans Administration <sup>5</sup>	Monthly			Lump-sum							
							Social Security Act <sup>6</sup>	Railroad Retirement Act <sup>3</sup>	Veterans Administration <sup>7</sup>	Social Security Act <sup>8</sup>	Railroad Retirement Act <sup>3</sup>	Civil Service Commission <sup>4</sup>					Veterans Administration <sup>9</sup>
Number of individuals																	
1943																	
August			393.9	157.1	75.1	627.0	312.4	4.1	313.9	10.2	1.3	0.8	3.2	5.8	88.8	0.7	
September			397.3	157.7	75.5	629.1	321.5	4.1	315.6	10.2	1.3	1.0	3.5	5.0	74.6	.7	
October			401.3	158.1	76.0	633.7	329.5	4.1	318.4	10.1	1.2	1.3	3.4	4.9	60.7	.7	
November			405.9	158.6	76.6	640.1	336.9	4.1	320.5	10.2	1.2	.8	3.4	4.4	56.4	.7	
December			411.4	159.0	76.8	648.6	344.6	4.1	322.7	10.5	1.2	1.4	3.3	4.1	64.4	.7	
1944																	
January			419.3	158.9	77.5	663.1	352.8	4.1	323.4	11.2	1.0	1.0	3.3	4.1	84.0	1.3	
February			427.9	159.2	77.5	667.5	363.1	4.2	325.1	12.2	1.3	1.0	3.5	4.6	104.0	1.2	
March			436.0	159.3	77.9	724.6	373.4	4.2	327.0	13.7	1.3	1.0	4.0	4.6	112.0	1.3	
April			442.2	159.5	78.5	759.2	382.1	4.2	329.3	12.3	1.4	1.0	4.1	5.5	83.3	.8	
May			451.0	159.8	78.7	792.8	391.9	4.2	332.5	13.4	1.5	1.3	4.5	8.3	87.1	.6	
June			458.5	159.9	79.2	814.4	399.2	4.2	336.5	12.3	1.3	.5	4.5	8.3	77.9	.4	
July			466.7	160.2	79.7	833.9	403.2	4.3	339.0	11.9	1.4	.9	4.4	7.6	65.7	.3	
August			475.6	160.7	80.1	854.7	411.1	4.3	344.1	14.2	1.7	1.2	4.2	7.0	72.3	.6	
Payments <sup>12</sup>																	
1936	\$456,896	\$453,765		\$653	\$51,630	\$299,001		\$2	\$99,992			\$4,062	\$3,395		\$131	\$131	
1937	501,664	499,532		40,001	53,694	299,660		444	95,370	\$1,278		4,401	3,684		2,132	2,132	
1938	909,600	875,814		96,766	56,115	301,277		1,383	101,402	10,478	\$291	4,604	3,405		393,786	393,786	
1939	1,043,160	608,005		107,282	58,331	307,512		1,451	109,192	13,866	1,926	4,952	3,583		435,065	429,298	
1940	1,188,630	654,041	\$21,074	114,166	62,019	317,851	\$7,784	1,448	105,696	11,736	2,497	5,810	3,960		534,589	518,700	
1941	1,085,489	726,631	\$5,141	119,913	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352		358,858	344,321	
1942	1,130,721	780,369	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	4,114	6,108	4,120		350,352	344,084	
1943	921,466	840,906	97,257	125,795	72,961	331,350	57,703	1,704	116,133	17,830	5,560	7,344	4,350	\$2,860	80,560	79,643	
1944																	
August	75,146	69,912	8,262	10,565	6,095	27,307	4,912	148	9,427	1,416	470	565	342	401	5,234	5,191	43
September	75,297	70,820	8,358	10,602	6,180	27,393	5,056	142	9,845	1,434	453	644	339	345	4,477	4,433	44
October	75,292	71,702	8,471	10,609	6,195	27,716	5,174	146	10,200	1,433	465	625	341	325	3,591	3,546	44
November	75,803	72,221	8,566	10,615	6,228	28,204	5,284	142	10,244	1,442	437	419	329	310	3,582	3,540	42
December	77,856	73,540	8,686	10,643	6,280	28,574	5,422	148	10,349	1,468	445	902	334	289	4,316	4,274	42
1944																	
January	80,074	74,728	8,880	10,637	6,319	29,523	5,568	141	10,502	1,584	402	563	316	292	5,346	5,271	75
February	85,300	79,077	9,138	10,685	6,356	31,886	5,763	147	11,638	1,725	531	587	345	297	6,224	6,156	67
March	87,518	80,095	9,313	10,629	6,402	32,897	5,944	145	10,932	1,936	487	685	406	319	7,423	7,344	79
April	88,121	82,602	9,439	10,707	6,426	35,303	6,035	148	10,897	1,721	554	572	405	395	5,519	5,471	48
May	90,454	84,652	9,659	10,741	6,412	36,290	6,209	150	10,960	1,867	586	739	445	395	5,802	5,771	31
June	90,299	85,049	9,810	10,712	6,454	36,258	6,316	146	11,457	1,712	518	625	445	395	5,250	5,224	26
July	96,389	92,021	9,969	10,798	6,536	41,925	6,364	147	12,589	1,656	557	468	435	547	4,368	4,347	21
August	99,134	94,288	10,236	10,843	6,506	42,971	6,549	148	12,778	1,968	661	712	415	502	4,846	4,808	38

<sup>1</sup> Old-age retirement benefits under all acts, disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

<sup>2</sup> Number and amount of primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

<sup>3</sup> Annuitants and pensioners as of 20th of month; includes disability beneficiaries. Payments represent amounts certified, minus cancellations. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

<sup>4</sup> Retirement and disability benefits include survivor benefits under joint and survivor elections; not adjusted for suspension of annuities of persons reemployed under National Defense Acts of June 28, 1940, and Jan. 24, 1942. Payments principally from civil-service retirement and disability fund but includes also payments from Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service, which were previously included in this table, will be summarized twice a year in the *Bulletin*.

<sup>5</sup> Number of veterans receiving pensions and compensation and amount of payments.

<sup>6</sup> Number and amount of widow's, widow's current, parent's, and child's benefits. Partly estimated.

<sup>7</sup> Number of widows, parents, and children of deceased veterans on whose accounts payments were made and amount of payments.

<sup>8</sup> Number and amount of survivor payments with respect to deaths of covered workers under both the 1935 and 1939 acts, and, for the period January 1937-August 1939, payments to covered workers at age 65 totaling \$9.9 million, which are not survivor payments.

<sup>9</sup> Number and amount of payments for burial of deceased veterans.

<sup>10</sup> Number represents average weekly number of benefit recipients. Annual amounts under State unemployment compensation laws adjusted for voided benefit checks; monthly amounts unadjusted.

<sup>11</sup> Number represents average number of persons receiving benefits for unemployment in a 14-day registration period. 1941, 1942, and 1943 annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures unadjusted.

<sup>12</sup> Data represent payments to individuals and exclude cost of administration. Payments under the Social Security and Railroad Retirement Acts (including retroactive payments) and payments under Railroad Unemployment Insurance Act are amounts certified; payments under Civil Service Commission and Veterans Administration are disbursements minus cancellations; Rhode Island sickness compensation and State unemployment insurance payments are checks issued by State agencies. Totals are sums of unrounded figures, therefore, may differ slightly from sums of rounded figures.

<sup>13</sup> Preliminary estimate.

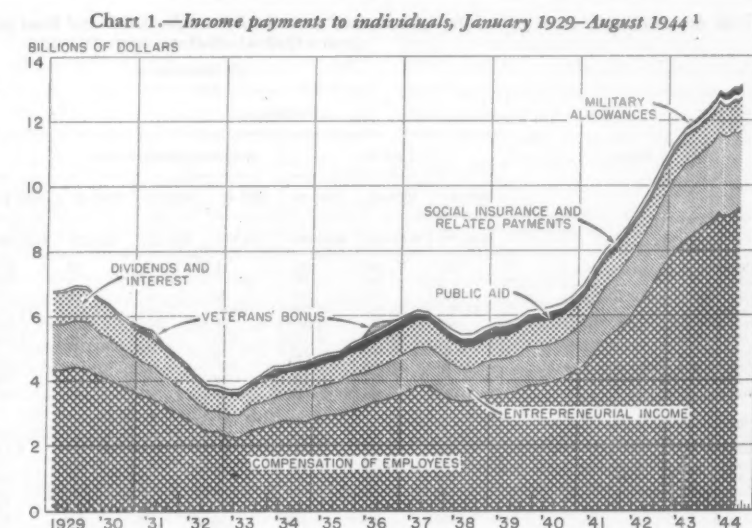


of survivors receiving monthly benefits under the veterans' program has been accompanied by an increase of 36 percent in the amount of payments. Under the other three programs, however, the growth in benefit payments has been paralleled by a corresponding increase in the number of beneficiaries. Monthly retirement payments under the Social Security Act were 24 percent above such payments a year ago, while survivor benefits rose 33 percent. Retirement and disability payments under the civil-service and railroad retirement programs were, respectively, 6.7 and 2.6 percent higher than in August 1943.

Almost 1.6 million individuals received monthly retirement or disability payments under the four programs; 760,000 survivors received monthly benefits and 21,000 lump-sum payments. The 887,000 monthly beneficiaries of the old-age and survivors insurance program represent 552,000 families. The 245,000 beneficiaries receiving monthly retirement, disability, or survivor payments under the railroad and civil-service retirement programs equal approximately the number of families receiving benefits, since these programs do not provide supplementary payments for wives and children of retired or disabled workers and since monthly benefits are not paid to more than one survivor of a deceased annuitant. The 1.2 million monthly beneficiaries under the veterans' program represent at least 1.1 million families. Unemployment compensation was paid to 73,000 persons and Rhode Island sickness compensation to 7,000.

#### *Rhode Island Sickness Compensation Program*

The Rhode Island sickness insurance program, under which payments have been made since April 1943 (table 2) was established in April 1942 to provide cash compensation for wage loss caused by a worker's sickness. The program covers employees of all employers subject to the State Unemployment Compensation Act and is administered by the State Unemployment Compensation Board. The number of workers covered by the act in 1943 is estimated at 375,000; in March 1944 the number was 251,000. A worker becomes eligible for bene-



<sup>1</sup> Monthly average for each quarter for the period 1929–43; monthly data thereafter.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

fits for each calendar week of unemployment due to sickness, after a waiting period of 1 full calendar week, if he has received wages of at least \$100 during the calendar year immediately preceding the benefit year, which begins April 1. A worker is judged to be sick in any week in which he is unable to perform any service for wages because of his physical or mental condition. The Board is authorized to require any benefit claimant to submit to a reasonable physical examination.

Benefits are financed by means of a 1-percent tax on the employee's salary up to \$3,000 in any calendar year. Weekly benefits, based on a weighted schedule of high-quarter earnings, range from \$6.75 to \$18.00, with maximum amounts in any benefit year ranging from \$34.00 to \$364.50, depending on base-year wages.

During the first year in which the program was in operation (April 1943–March 1944) more than 30,000 persons were estimated to have received payments under the program; the number of checks issued averaged about 4,500 per week. Benefit payments were close to \$4 million, and the average weekly payment was \$16. During the current benefit year, through August, benefit checks averaged about 7,000 a week, and the average weekly benefit was \$16.50.

Payments in August 1944—\$502,000—were 25 percent above payments in August 1943, while the number of weekly beneficiaries was only 21 percent larger.

#### *State and Local Government Retirement Systems 1940–43<sup>1</sup>*

Recently completed State estimates of total payments, refunds, and contributions under State and local government retirement systems for 3 fiscal years (table 3), together with data for which Nation-wide estimates are available for each of the 3 years, are summarized in the following paragraphs.

Of the 3.2 million State and local government employees in January 1942, 1.5 million or 46 percent were

<sup>1</sup> The Bureau of Research and Statistics of the Social Security Board cooperated, in 1942, with the Bureau of the Census, Department of Commerce, in a mail canvass of the operations of State and local government retirement systems during the fiscal year 1940–41. A complete analysis of the results of the survey has been published in Bureau of Research and Statistics Report No. 12, and selected data have appeared in earlier issues of the *Bulletin*. Subsequently, the Bureau of Research and Statistics has utilized published annual reports of the larger systems and financial statistics collected by field agents of the Census Bureau in estimating data for the fiscal years ended in 1942 and 1943; some of these data are included in the 1942 and 1943 *Social Security Yearbooks*.

Table 3.—Estimated total payments, refunds, and contributions under State and local government retirement systems, by State, fiscal years 1940-41, 1941-42, and 1942-43<sup>1</sup>

[In thousands \$]

State	Payments						Contributions					
	Total <sup>2</sup>			Refunds of contributions			Government			Employee		
	1940-41	1941-42	1942-43	1940-41	1941-42	1942-43	1940-41	1941-42	1942-43	1940-41	1941-42	1942-43
Total.....	\$165,124	\$183,925	\$202,060	\$18,374	\$26,782	\$33,251	\$157,281	\$173,094	\$196,887	\$114,235	\$115,505	\$124,754
Alabama.....	234	245	304	11	17	23	255	669	690	174	177	632
Arizona.....	125	140	152	( <sup>3</sup> )	2	2	147	158	180	9	9	10
Arkansas.....	145	159	284	30	31	79	230	518	649	171	243	456
California.....	11,451	13,605	15,695	1,489	2,697	3,450	14,578	15,171	16,901	10,968	11,624	11,718
Colorado.....	869	1,056	1,090	91	205	200	779	932	904	281	330	257
Connecticut.....	2,571	3,127	3,105	373	633	530	2,234	2,405	2,134	1,735	1,631	1,804
Delaware.....	84	108	121	4	9	11	44	63	68	21	63	65
District of Columbia.....	1,786	1,899	2,066	101	102	146	1,578	1,687	1,791	533	534	506
Florida.....	554	615	829	32	49	149	785	1,066	1,083	967	1,012	1,080
Georgia.....	505	531	598	16	22	33	418	486	468	341	338	369
Idaho.....	15,643	17,423	18,930	949	1,629	1,600	11,821	12,695	13,999	7,120	7,443	8,520
Illinois.....	2,494	2,901	3,145	201	355	500	2,183	2,543	3,075	2,484	2,257	2,403
Indiana.....	542	584	630	11	17	20	576	621	695	195	196	207
Iowa.....	209	246	300	8	15	40	305	387	343	306	562	631
Kansas.....	229	238	350	4	5	30	740	746	916	556	560	656
Kentucky.....	389	780	985	113	200	248	1,177	1,233	1,390	794	840	928
Louisiana.....	492	549	696	60	89	130	450	486	784	143	143	282
Maryland.....	2,446	2,720	3,214	462	612	644	2,917	3,092	3,297	1,462	1,434	1,758
Massachusetts.....	10,493	11,596	12,649	1,676	2,161	2,534	9,595	10,223	10,239	5,983	5,858	6,100
Michigan.....	5,188	5,946	6,657	428	706	851	3,737	4,549	6,033	3,732	4,484	5,185
Minnesota.....	3,367	3,720	4,235	565	1,115	1,115	2,340	2,369	2,430	2,522	2,684	2,612
Mississippi.....	22	25	27	0	1	2	19	21	23	4	4	5
Missouri.....	748	809	924	12	16	9	736	768	789	220	210	232
Montana.....	300	343	403	69	102	161	171	177	180	325	411	344
Nebraska.....	602	672	725	0	22	31	499	539	601	32	32	33
Nevada.....	64	70	87	21	23	3	46	49	52	58	56	60
New Hampshire.....	46	58	70	6	10	19	113	149	150	78	102	112
New Jersey.....	10,293	11,355	12,364	879	1,301	1,704	8,555	9,471	11,280	5,645	5,647	5,692
New Mexico.....	88	78	146	0	4	6	112	125	135	2	2	2
New York.....	56,528	62,279	66,298	3,510	6,013	7,468	58,262	59,695	67,129	40,564	37,940	41,260
North Carolina.....	78	154	389	2	67	184	140	1,655	1,794	97	2,052	1,854
North Dakota.....	106	87	100	25	16	25	33	36	40	88	136	136
Ohio.....	11,202	12,288	13,194	2,472	3,046	3,546	9,164	10,210	10,390	7,191	7,110	7,311
Oklahoma.....	223	244	262	( <sup>3</sup> )	4	7	212	227	254	28	27	27
Oregon.....	506	565	615	36	48	60	353	381	424	362	362	382
Pennsylvania.....	13,861	15,190	16,351	3,324	3,986	4,451	11,299	12,463	11,414	9,225	8,923	9,649
Rhode Island.....	1,300	1,355	1,511	95	132	236	1,176	1,233	1,352	389	543	594
South Carolina.....	115	147	167	2	10	7	170	193	200	34	38	40
South Dakota.....	12	14	16	( <sup>3</sup> )	( <sup>3</sup> )	1	47	51	58	9	9	9
Tennessee.....	1,345	1,469	1,580	12	31	40	531	609	658	216	228	245
Texas.....	702	870	1,405	344	487	700	517	715	4,027	2,970	2,967	3,126
Utah.....	328	374	506	84	112	246	298	306	592	444	461	507
Vermont.....	80	91	89	9	14	64	73	77	89	31	34	34
Virginia.....	686	766	940	162	205	300	485	779	1,999	204	282	1,230
Washington.....	2,078	2,205	2,645	211	243	515	2,049	2,110	2,265	1,820	1,871	1,954
West Virginia.....	451	495	580	3	8	40	764	1,426	1,848	895	886	968
Wisconsin.....	3,450	3,719	4,499	480	553	979	4,793	5,582	10,490	2,603	2,720	2,757
Wyoming.....	10	11	12	0	0	0	18	13	21	9	11	12

<sup>1</sup> Estimates for 1940-41 prepared jointly by Division of Coordination Studies, Bureau of Research and Statistics, Social Security Board, and Division of State and Local Government, Bureau of the Census, U. S. Department of Commerce, on basis of data collected by the Bureau of the Census. Estimates for 1941-42 and 1942-43 prepared by the Division of Coordination Studies, using data collected by field agents of Bureau of the Census and available annual reports published by retirement systems.

<sup>2</sup> Totals for fiscal years 1940-41 and 1941-42 represent sums of amounts rounded to tens of thousands.

<sup>3</sup> Monthly benefits, lump-sum payments to survivors, and refunds of contributions to members leaving system; excludes administrative expenses.

<sup>4</sup> Less than \$500.

members of retirement systems which were in operation during the fiscal year 1940-41. It is estimated that about half of the 3.1 million workers in January 1943 were covered. By January 1944, about 1.7 million, or 54 percent of the 3.1 million State and local government employees belonged to systems.

The number of beneficiaries receiving monthly payments in the last month of the fiscal year rose from 158,000 in 1940-41 to 171,000 in 1941-42, and to 183,000 in 1942-43. Ap-

proximately three-fourths of these beneficiaries were retired for age or service. One out of 10 was receiving a disability payment, and roughly 1 in 6, a monthly survivor benefit. Benefits to retired workers comprised 80 percent of all monthly benefit payments during each year; disability payments made up 8 percent, and survivor benefits, 12 percent.

Monthly benefit payments, although increasing in amount from \$134 million in 1940-41 to \$144 million in 1941-42 and to \$156 million in 1942-43,

formed a decreasing proportion of total payments of State and local retirement systems: 81 percent, 78 percent, and 77 percent in the 3 successive years. Total payments, which include refunds of contributions to employees withdrawing from systems and lump-sum survivor payments as well as monthly benefit payments, reached \$202 million in 1942-43, or 22 percent more than in 1940-41 and 10 percent more than in 1941-42. Refunds of \$33 million during 1942-43 exceeded 1940-41 refunds by 81 per-

cent and 1941-42 refunds by 24 percent. As a result of this rapid rate of increase, refunds formed a rising proportion of total payments: 11 percent in 1940-41 and 15 and 16 percent in the next 2 years. Lump-sum payments to survivors, approximately \$13 million in each of the 3 years, comprised 8 percent of the total for 1940-41 and 7 percent for each of the following years.

The relative concentration of State and local retirement systems in a few States is apparent from the table. New York systems accounted for approximately one-third of all payments during each year. Addition of the payments in California, Illinois, Massachusetts, New Jersey, Ohio, and Pennsylvania to those in New York brings the proportion to just over three-fourths. When the States are ranked by the amount of their payments, the order is approximately the same in 1942-43 as that in 1940-41. Of the top 12 States in 1940-41, only Connecticut dropped below twelfth place in 1942-43. Of the 12 States which ranked lowest in 1940-41, only North Carolina, which has a relatively new large system, had moved up into a higher group by 1942-43.

Three-fourths or more of all contributions refunded during each of the 3 years were concentrated in the 7 States with highest total payments. New York systems paid out only about a fifth of all refunds as compared with a third of all payments.

Government contributions in the fiscal year ended in 1943 were 14 percent greater than in the preceding year and 25 percent more than in 1940-41. The proportion accounted for by the 7 States<sup>2</sup> which were highest in 1940-41 dropped noticeably: from 78 percent in 1940-41 to 75 percent in 1941-42, and to 72 percent in 1942-43.

Contributions made by employees increased only 1.1 percent from \$114 million in 1940-41 to \$115.5 million in 1941-42. Employee contributions of \$125 million in 1942-43, however, were 8 percent higher than the amount in 1941-42. The rise in these contributions is the result of an increase in the number of covered employees, accompanied by higher pay rates for State and local government employees. Covered employees of the 7 States

which have the greatest relative concentration of retirement systems made 76 percent of all contributions in 1940-41 as compared with 73 percent in 1941-42 and 72 percent in 1942-43. A marked increase in the employee contributions of a State is indicative of the recent introduction or expansion of retirement systems. There were 7 States<sup>3</sup> in which the employee contributions during 1942-43 were about double or more than double those in 1940-41; these 7 States accounted for 4.1 percent of all employee contributions in 1942-43 and only 1.0 percent in 1940-41.

<sup>2</sup> Alabama, Arkansas, Delaware, Kansas, Maine, North Carolina, Virginia.

## Financial and Economic Data

### Receipts

Federal social security taxes received during July and August—\$360 million—were 5.3 percent more than the total for the same 2 months of 1943 (table 5). These collections comprised 7.1 percent of all receipts during the period as compared with 6.7 percent in 1943. Total Federal receipts during July and August were only \$18 million more than in the corresponding months of 1943, an increase of less than 1 percent, in contrast to the 218-percent increase which occurred between July and August 1943 and the corresponding months of 1942. The small percentage increase in July and August 1944 receipts was foreshadowed in the 1945 budget estimates issued on January 10, 1944, which indicated that total Federal receipts during the current fiscal year would not be much greater than last year. About \$2.8 billion, 55 percent of all July and August receipts, consisted of income-tax collections including amounts withheld from wages and salaries and remitted to the Treasury by employers under the Current Tax Payment Act of 1943. About the same amount was collected in the corresponding period of 1943-44.

Collections under the Federal Insurance Contributions Act in July and August combined amounted to \$345 million, 4 percent more than 1943 collections for the same months.

August collections under the Federal Unemployment Tax Act were \$11.7 million. Total collections under this act during the first 8 months of 1944 were slightly more than 4 percent above those in the entire calendar year 1943. State unemployment contributions of \$160 million during August raised collections for the first 2 months of the quarter to \$333 million.

Quarterly averages for three major economic indexes and for Federal insurance contributions are shown in table 4. In the second quarter of 1944, the Federal Reserve Board index of industrial production was about 1 percent less than in the first quarter of 1944 and in the second quarter of 1943. Bureau of Labor Statistics unadjusted indexes of wage earners and

Table 4.—Average indexes of industrial production, wage earners, wage-earner pay rolls, and Federal insurance contributions, by quarter, 1939–September 1944

Year and quarter	Index of industrial production <sup>1</sup>	Index of wage earners <sup>2</sup>	Index of wage-earner pay rolls <sup>3</sup>	Federal insurance contributions <sup>4</sup> (in millions)
1939				
First.....	100	95.3	93.7	\$133.3
Second.....	100	96.4	94.4	139.5
Third.....	110	100.8	99.3	141.8
Fourth.....	125	107.6	112.7	183.1
1940				
First.....	115	104.0	107.5	148.6
Second.....	118	102.4	106.4	161.2
Third.....	127	107.7	114.6	164.7
Fourth.....	138	116.1	129.5	162.8
1941				
First.....	144	110.9	139.6	170.9
Second.....	158	128.8	160.7	192.2
Third.....	170	138.4	178.5	207.7
Fourth.....	175	141.4	191.3	218.5
1942				
First.....	180	142.1	208.0	222.8
Second.....	191	148.1	228.2	246.7
Third.....	206	156.7	253.1	264.5
Fourth.....	220	162.4	270.7	278.5
1943				
First.....	228	166.3	297.6	276.7
Second.....	237	167.9	313.4	310.7
Third.....	245	170.2	321.9	333.2
Fourth.....	245	170.3	332.5	318.8
1944				
First.....	239	165.5	326.6	290.5
Second.....	236	159.5	318.0	349.6
Third.....	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	348.8

<sup>1</sup> Based on unadjusted monthly index of Federal Reserve Board; 1935-39=100.

<sup>2</sup> Based on BLS unadjusted monthly index of weekly wages and wage-earner pay rolls in manufacturing industries; 1939=100.

<sup>3</sup> Contributions reported for 1 quarter are based on wages earned in covered employment in preceding quarter.

<sup>4</sup> Not available.

<sup>2</sup> California, Illinois, Massachusetts, New Jersey, New York, Ohio, Pennsylvania.

wage-earner pay rolls for manufacturing also continued to decline. The employment index was nearly 4 percent less than in the preceding quarter and about 5 percent less than in the corresponding quarter of 1943, and the pay-roll index for the second quarter was nearly 3 percent less than in the first quarter but about 1 percent more than in the second quarter of 1943. Third-quarter Federal insurance contributions based on second-quarter wages were 4.7 percent

more than collections in the third quarter of 1943. The rise in the BLS index of wage-earner pay rolls over the corresponding period of 1943, despite a decline in the index of wage earners for the same period, indicates that the rise in Federal insurance contributions is a result of higher average earnings in the industries covered under the program. The greater relative increase in tax collections than in the BLS pay-roll index may be attributed in part to increased

average earnings in nonmanufacturing employments not included in the BLS index.

Seasonally adjusted Federal Reserve Board and BLS indexes for industrial output and employment, respectively, showed slight changes in August; industrial production was 1 point higher than in July and 10 points lower than in August 1943, while factory employment declined 0.1 point and 12 points, respectively.

In the durable-goods field, produc-

Table 5.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-44

Period	General and special accounts										Public debt					
	Receipts of Federal Government				Expenditures of Federal Government											
	Total <sup>1</sup>	Social security taxes <sup>2</sup>	Railroad retire- and unemployment taxes <sup>3</sup>	All other	Total <sup>1</sup>	Under the Social Security Act	Under the Railroad Retirement Board	Excess receipts (+) or expenditures (-)	Trust accounts, etc., excess receipts (+) or expenditures (-)	Change in general fund balance	Total	Old-age and survivors insurance trust fund	Unemployment trust fund	Railroad retirement account	All other	
						Admin- istrative expenses and grants to States <sup>4</sup>	Net appropria- tions and transfers to old-age and survivors insurance trust fund									
<b>Fiscal year:</b>																
1936-37	\$5,294	\$252	( <sup>5</sup> )	\$5,042	\$8,442	\$183	\$265	\$1	\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312	\$35,846
1937-38	6,242	604	150	5,488	7,626	291	387	3	6,799	-1,384	+300	-338	37,165	662	872	35,565
1938-39	5,668	631	109	4,928	9,210	342	503	3	8,255	-3,542	+890	+622	40,440	1,177	1,267	37,929
1939-40	5,923	712	126	5,087	9,337	379	539	6	8,490	-3,612	+137	-947	42,968	1,738	1,710	39,441
1940-41	8,299	788	144	7,337	13,372	447	661	7	12,133	-5,103	-148	+742	48,961	2,381	2,273	44,233
1941-42	13,668	1,016	178	12,474	33,265	501	869	10	31,744	-19,598	-3,506	+358	72,422	3,202	3,139	92,659
1942-43	23,385	1,289	219	21,877	79,282	504	1,103	8	77,452	-55,897	-1,861	+6,515	136,696	4,237	4,367	178,914
1943-44	45,408	1,472	279	43,657	95,003	519	1,260	6	92,955	-49,595	-4,051	+10,662	201,003	5,409	5,870	189,405
<b>2 months ended:</b>																
August 1942	1,591	272	13	1,306	10,632	120	257	2	113	10,140	-9,042	-58	81,685	3,197	3,352	74,952
August 1943	5,053	341	16	4,696	15,054	111	325	1	161	14,456	-10,001	-504	144,059	4,224	4,708	134,806
August 1944	5,071	360	16	4,695	16,569	* 92	340	1	203	* 15,931	-11,498	+202	209,802	5,397	6,211	197,692
<b>1943</b>																
August	3,005	295	15	2,695	7,901	52	284	( <sup>7</sup> )	7,565	-4,896	+131	-2,231	144,059	4,224	4,708	134,806
September	5,448	4	49	5,395	7,535	32	( <sup>7</sup> )	( <sup>7</sup> )	7,503	-2,087	-410	+11,794	158,349	4,499	4,740	148,800
October	2,069	45	1	2,023	7,405	57	39	( <sup>7</sup> )	7,365	-5,420	-132	+1,130	165,047	4,499	4,768	155,448
November	2,370	284	8	2,078	8,110	40	271	( <sup>7</sup> )	7,799	-5,740	+290	-4,338	166,158	4,499	5,056	156,282
December	5,737	8	56	5,676	7,453	24	1	1	7,427	-1,716	-667	-2,664	165,577	4,779	5,095	155,693
<b>1944</b>																
January	2,779	48	1	2,730	7,002	58	32	( <sup>7</sup> )	7,478	-4,823	-14	-55	170,659	4,768	5,166	160,392
February	2,754	369	4	2,381	8,112	33	250	( <sup>7</sup> )	7,829	-5,350	-173	+6,916	183,107	4,866	5,427	172,490
March	6,576	8	61	6,507	8,528	35	2	( <sup>7</sup> )	8,491	-1,952	-2,205	-2,549	184,715	5,012	5,466	177,926
April	3,119	38	( <sup>7</sup> )	3,081	7,890	53	32	( <sup>7</sup> )	8,491	-4,772	+193	-4,327	184,967	5,012	5,494	174,127
May	3,256	324	14	2,918	8,598	44	306	( <sup>7</sup> )	8,248	-5,342	+185	-3,757	186,366	5,012	5,774	172,238
June	6,249	6	68	6,175	8,627	32	2	( <sup>7</sup> )	8,593	-2,378	-613	+11,646	201,003	5,409	5,870	189,405
July	2,212	55	1	2,156	8,159	33	49	1	7,851	5,947	+131	+1,756	208,574	5,397	5,913	196,751
August	2,859	309	14	2,540	8,410	* 39	291	( <sup>7</sup> )	* 8,080	-5,551	+70	-4,252	209,802	5,397	6,211	197,692

<sup>1</sup> Beginning July 1940, Treasury reports of net receipts and expenditures of general and special accounts exclude appropriations to old-age and survivors insurance trust fund minus reimbursements to Treasury for administrative expenses; such net appropriations are included in this table for comparison with previous periods.

<sup>2</sup> Represents collections under Federal Insurance Contributions Act and Federal Unemployment Tax Act.

<sup>3</sup> Represents total collections under Carriers Taxing Act and 10 percent of collections under Railroad Unemployment Insurance Act (see table 6, footnote 5).

<sup>4</sup> Checks cashed and returned to Treasury. Excludes public-debt retirement.

<sup>5</sup> Includes administrative expenses under Wagner-Peyser Act for employment service administration, July 1940-December 1941, but excludes grants to States under that act; the latter are included in "all other." From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States. Excludes administrative expenses incurred by Treasury prior to July 1940 in administration of title II of Social Security Act and Federal Insurance Contributions Act. Also excludes funds for disease and sanitation invest-

ments of Public Health Service. For fiscal year 1943-44 includes expenditures from \$4,095,411 transferred to Social Security Board from War Manpower Commission for employment office facilities and services.

<sup>6</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>7</sup> Less than \$500,000.

<sup>8</sup> Excludes Social Security Board administrative expenses for August. Because of unavoidable circumstances affecting Treasury bookkeeping operations, August administrative expenditures were not drawn against Social Security Board appropriation accounts but against another account; the August figure in *Daily Statement of the U. S. Treasury*, therefore, includes none of expenditures actually made during month, but represents an advance from another account. It is understood that the necessary adjustments will be reflected in the September 30 figure.

<sup>9</sup> Includes Social Security Board administrative expenses for August. See footnote 8.

Source: *Daily Statement of the U. S. Treasury*.



tion of steel, machinery, and aircraft did not change, nonferrous-metals and shipbuilding output declined, and ordnance production rose. Minerals output rose 2 percent in August, and production of crude petroleum was 11 percent more than the August 1943 figure.

The index of department-store sales, after seasonal adjustment, showed a decline of 7 points from July but an increase of 22 points from August 1943. Retail prices rose slightly. The BLS cost of living index ad-

vanced slightly in August, with the largest increase occurring in clothing prices.

### Expenditures

Federal expenditures of \$16,569 million during July and August were 10 percent above the total for the corresponding months of 1943. Expenditures under the Social Security Act and the Railroad Retirement Board, including net appropriations to the old-age and survivors insurance trust

fund, comprised 3.8 percent of all Federal expenditures during the 2 months, slightly less than the ratio a year earlier.

Total Federal expenditures exceeded total receipts in July and August by \$11,498 million. This excess, accompanied by a rise of \$202 million in trust account receipts, resulted in an increase of \$8,799 million in the public debt and a decrease of \$2,497 million in the general fund balance. Net investments by the two social security trust funds during the

Table 6.—Social insurance taxes under selected programs, by specified period, 1936-44<sup>1</sup>

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Taxes on carriers and their employ-ees <sup>2</sup>	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Cumulative through August 1944.....	\$6,197,625	\$1,170,091	\$7,579,601	\$926,813	\$427,451
Fiscal year:					
1936-37.....	194,346	345	(7)	\$57,751	.....
1937-38.....	514,406	150,132	(7)	\$90,104	.....
1938-39.....	530,558	109,257	803,007	100,869	.....
1939-40.....	604,594	120,967	853,955	107,522	49,167
1940-41.....	690,555	136,942	888,450	97,677	68,162
1941-42.....	895,619	170,012	1,093,901	119,944	84,738
1942-43.....	1,130,495	208,795	1,217,737	158,361	102,710
1943-44.....	1,292,123	267,065	1,353,272	179,909	121,518
2 months ended:					
August 1942.....	261,056	12,432	267,322	11,295	1,686
August 1943.....	330,209	16,146	344,452	11,277	1,385
August 1944.....	345,030	16,577	332,514	14,675	1,156
1943					
August.....	286,625	15,027	199,830	8,051	1,316
September.....	3,018	46,175	4,799	1,063	24,863
October.....	41,542	1,091	134,899	3,031	1,353
November.....	273,587	8,296	196,735	10,478	1,523
December.....	3,671	52,914	9,273	1,145	27,069
1944					
January.....	33,849	1,231	128,789	14,222	211
February.....	252,219	4,055	175,358	116,529	750
March.....	4,404	58,531	11,385	3,559	28,479
April.....	35,136	354	180,189	3,265	78
May.....	309,381	13,454	175,229	14,259	975
June.....	5,107	64,877	20,037	1,989	34,832
July.....	51,751	1,395	172,482	2,948	87
August.....	293,279	14,182	160,332	11,727	1,099

<sup>1</sup> Tax effective Jan. 1, 1937, payable by employers and employees.

<sup>2</sup> Federal tax effective Mar. 1, 1936, payable by carriers and employees.

<sup>3</sup> Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. Data include contributions based on wages from railroad industry prior to July 1, 1939. Data reported by State agencies, corrected to Sept. 25, 1944.

<sup>4</sup> Tax effective Jan. 1, 1936, payable by employers only. Amounts paid into State unemployment funds not included.

<sup>5</sup> Tax effective July 1, 1939, payable by employers only. Amounts differ from figures in table 5, which represent only the 10 percent deposited in general and special accounts of Treasury.

<sup>6</sup> Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

<sup>7</sup> Not available.

Source: *Daily Statement of the U. S. Treasury*, unless otherwise noted.

Table 7.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1943-45<sup>1</sup>

[In thousands]

Item	Fiscal year 1943-44		Fiscal year 1944-45	
	Appropriations <sup>2</sup>	Expenditures through August <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through August <sup>4</sup>
Total.....	\$498,091	\$110,644	\$480,607	\$92,078
Administrative expenses.....	26,118	5,239	25,807	4,386
Federal Security Agency, Social Security Board <sup>5</sup> .....	25,451	3,039	25,221	4,188
Department of Labor, Children's Bureau.....	417	73	421	70
Department of Commerce, Bureau of the Census.....	250	50	165	22
Department of the Treasury <sup>6</sup> .....	(7)	1,178	(7)	1,207
Grants to States.....	471,973	105,405	454,800	88,992
Federal Security Agency.....	400,773	103,516	443,600	87,844
Social Security Board.....	449,773	100,246	432,600	84,655
Old-age assistance.....	236,350	73,926	.....	62,351
Aid to dependent children.....	65,000	13,549	403,600	10,621
Aid to the blind.....	9,000	2,160	.....	1,909
Unemployment compensation administration.....	\$30,423	10,611	26,000	9,775
Public Health Service:				
Public health work.....	11,000	3,271	11,000	3,188
Department of Labor, Children's Bureau.....	11,200	1,889	11,200	1,148
Maternal and child health services.....	5,820	1,049	5,820	504
Services for crippled children.....	3,870	518	3,870	350
Child welfare services.....	1,510	322	1,510	294

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes.

<sup>2</sup> Excludes unexpended balance of appropriations for preceding fiscal year. Includes, for 1943-44, transfer of \$4,095,411 from War Manpower Commission for employment office facilities and services.

<sup>3</sup> Based on checks cashed and returned to Treasury. Includes expenditures from reappropriated balance of appropriations for preceding fiscal year.

<sup>4</sup> Expenditures for Social Security Board administrative expenses through July 31 only. Because of unavoidable circumstances affecting Treasury book-keeping operations, August administrative expenditures were not drawn against Social Security Board appropriation accounts but against another account; the August figure in *Daily Statement of the U. S. Treasury*, therefore, includes none of expenditures actually made during month, but represents an advance from another account. It is understood that the necessary adjustments will be reflected in the September 30 figure.

<sup>5</sup> Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of Treasury.

<sup>6</sup> Represents amounts expended by Treasury in administration of title II of Social Security Act and Federal Insurance Contributions Act, reimbursed to general fund of Treasury.

<sup>7</sup> Not available.

<sup>8</sup> Includes \$4,095,411 transferred from WMC for employment office facilities and services—\$2,150,000 transferred on Nov. 5, 1943, and \$1,945,411 transferred on Apr. 15, 1944.

Source: Various Federal appropriation acts (appropriations); *Daily Statement of the U. S. Treasury* (expenditures).

Table 8.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-44

[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund <sup>1</sup>	Interest received <sup>2</sup>	Benefit payments <sup>3</sup>	Reimbursement for administrative expenses	Net total of U. S. Government securities acquired <sup>4</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>5</sup>	Total assets at end of period
Cumulative through August 1944	\$6,056,407	\$404,663	\$578,399	\$130,868	\$5,396,870	\$25,620	\$329,312	\$5,751,802
Fiscal year:								
1936-37	265,000	2,262	27		267,100	73	62	267,235
1937-38	387,000	15,412	5,404		385,200	1,831	113,012	777,243
1938-39	503,000	28,951	13,892		514,900	3,036	66	1,180,302
1939-40	550,000	42,489	15,805		580,900	6,098	500	1,744,698
1940-41	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
1941-42	895,619	71,007	110,281	26,766	821,034	20,384	5,176	3,227,194
1942-43	1,130,495	87,403	149,304	27,492	1,035,200	24,495	6,966	4,268,296
1943-44	1,292,122	103,177	184,597	32,607	1,172,036	21,384	16,136	5,446,391
2 months ended:								
August 1942	261,056	97	22,013	4,524	-4,839	23,359	236,657	3,461,811
August 1943	330,209	8	27,634	5,645	-13,000	23,845	317,854	4,565,234
August 1944	345,030	4	34,748	4,875	-12,000	25,620	329,312	5,751,802
1943								
August	286,625		13,938	2,823		23,845	317,554	4,565,234
September	3,018	554	14,301	2,823	275,051	24,468	28,328	4,551,682
October	41,542		14,549	2,619		25,910	51,290	4,576,055
November	273,887		14,748	2,619		27,152	306,237	4,832,274
December	3,671	2,122	14,990	2,619	279,949	29,097	12,527	4,820,458
1944								
January	33,849	110	15,275	2,002	-11,000	30,816	38,490	4,837,140
February	252,219		15,693	2,002	100,036	31,114	172,679	5,071,663
March	4,404	554	16,615	2,002	144,000	28,479	17,655	5,058,004
April	35,136		16,494	3,424		25,977	37,374	5,073,221
May	309,381		17,126	3,424		22,838	327,343	5,362,051
June	5,107	99,828	17,171	3,424	397,000	21,384	16,136	5,446,391
July	51,751	4	16,630	2,437	-12,000	24,747	57,462	5,479,079
August	293,279		18,118	2,437		25,620	329,312	5,751,802

<sup>1</sup> Beginning July 1940, trust fund appropriations equal taxes collected under Federal Insurance Contributions Act.<sup>2</sup> Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.<sup>3</sup> Based on checks cashed and returned to Treasury.<sup>4</sup> Minus figures represent net total of notes redeemed; includes accrued interest.<sup>5</sup> Prior to July 1940, includes balance of appropriation available for transfer.

Source: Daily Statement of the U. S. Treasury.

Table 9.—Status of the railroad retirement account, by specified period, 1938-44

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments <sup>1</sup>	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent special Treasury notes	To credit of appropriation <sup>2</sup>	To credit of disbursing officer	Total
Cumulative through August 1944	\$1,425,688	\$27,251	\$1,452,939	\$1,321,688	\$833,963	\$501,500	\$105,101	\$12,434	\$619,035
Fiscal year:									
Through June 1938	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938-39	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40	120,150	2,283	122,433	120,650	113,069	79,400	10,847	1,828	92,073
1940-41	113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941-42	140,850	3,143	143,993	140,850	126,244	91,500	1,597	11,686	104,782
1942-43	214,801	5,777	220,578	214,801	130,465	178,000	4,120	12,776	194,896
1943-44	262,720	9,837	272,557	262,720	134,416	318,500	1,147	13,390	333,037
1944-45 (through August)	308,817	65	308,882	204,817	22,883	501,500	105,101	12,434	619,035
1943									
August		46	46		11,077	321,000	102,049	12,468	435,517
September		74	74		11,088	310,000	102,076	12,427	424,503
October		101	101	33,500	11,283	332,000	68,608	12,713	413,321
November		129	129		11,144	321,000	68,633	12,672	402,305
December		156	156		11,096	310,000	68,673	12,693	391,366
1944									
January		184	184	34,000	11,214	333,000	34,700	12,636	390,336
February		211	211		11,147	322,000	34,722	12,678	369,400
March		238	238		11,403	311,000	34,748	12,486	358,235
April		290	290	34,500	11,267	333,500	34,1	13,417	347,258
May		293	293		11,459	322,500	338	13,254	336,092
June		8,105	8,105		11,161	318,500	1,147	13,390	333,037
July	308,817	16	308,833	204,817	10,664	512,500	104,981	13,724	631,205
August		48	48		12,219	501,500	105,101	12,434	619,035

<sup>1</sup> Based on checks cashed and returned to Treasury.<sup>2</sup> Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.<sup>3</sup> Appropriation reduced by transfer of \$9 million in October 1940 to prior-service

account for collection of service and compensation data of railroad workers prior to 1937.

Source: Daily Statement of the U. S. Treasury.

2 months absorbed only 3.7 percent of the increase in total public debt issues outstanding, as compared with 4.5 percent a year earlier. As of August 31, combined investments of the two funds totaled \$11,608 million, comprising 5.6 percent of the interest-bearing public debt. The computed average rate of interest on the latter rose slightly during August to 1.928 percent at the end of the month. Special obligations issued to the two trust funds in September continued to bear a rate of interest of 1½ percent.

### Status of Trust Accounts

Assets of the old-age and survivors insurance trust fund increased \$273 million during August and totaled \$5,752 million at the end of the month (table 8). Benefit checks cashed, after declining in July, increased by \$1.5 million during August—the largest monthly increase since the program began. There were no investment transactions in August, and the

increase in assets consisted wholly of a rise in unexpended balances. The average rate of interest on the \$5,397 million of investments held by the fund on August 31 remained at 2.195 percent.

The assets of the railroad retirement account on August 1 totaled \$631 million, of which \$513 million was invested in 3-percent Treasury notes and the remainder held to the credit of the appropriation account and the disbursing officer (table 9). Benefit payments amounted to \$12.2 million, and \$11.0 million in Treasury notes was sold, leaving assets at the end of the month of \$619 million, of which \$502 million was in investments.

August deposits by States in the unemployment trust fund were more than those in February and May, but \$14.9 million less than in August 1943. Withdrawals from State accounts for benefit payments rose to \$4.6 million, \$730,000 more than in July but less than withdrawals during any other month of 1944. Total balances in

State accounts on August 31 were 5 percent higher than at the end of July and about 32 percent more than a year earlier.

Deposits in the railroad unemployment insurance account during August amounted to \$984,000. In addition, \$8.9 million was transferred from the railroad unemployment administration fund to the insurance account. Cumulative transfers of this type totaled \$38.0 million as of August 31; the last previous one occurred in August 1943.

Assets of the unemployment trust fund increased \$290 million, raising the total to \$6,216 million as of August 31. New securities totaling \$298 million were acquired; they consisted entirely of 1½-percent special certificates of indebtedness which mature on June 30, 1945. Total investments held by the fund on August 31 amounted to \$6,211 million, on which the average interest rate was 1.901 percent as compared with 1.890 percent a year earlier.

Table 10.—Status of the unemployment trust fund, by specified period, 1936-44<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired <sup>2</sup>	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals <sup>3</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>4</sup>
Cumulative through August 1944.	\$6,215,750	\$6,211,000	\$4,750	\$7,619,736	\$354,342	\$2,266,762	\$5,707,316	\$384,719	\$23,547	\$43,875	\$508,433
Fiscal year:											
1936-37	312,389	293,386	94	291,703	2,737	1,000	312,389				
1937-38	884,247	559,705	12,247	747,690	15,172	190,976	864,247				
1938-39	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539				
1939-40	1,724,862	443,000	14,862	859,564	37,524	484,764	1,693,163	44,249	202	14,552	31,699
1940-41	2,283,658	563,000	10,658	892,023	45,893	637,343	2,093,736	61,347	3,059	17,784	189,921
1941-42	3,150,103	866,000	11,103	1,095,991	61,996	368,070	2,883,654	76,260	5,424	9,072	266,448
1942-43	4,372,460	1,228,000	5,460	1,217,686	75,563	174,334	4,002,570	92,441	6,861	1,834	369,890
1943-44	5,878,778	1,503,000	8,778	1,349,307	88,526	60,000	5,380,403	109,375	8,001	501	498,375
2 months ended:											
August 1942	3,364,170	213,159	12,010	267,790		60,848	3,090,596	1,518		372	273,566
August 1943	4,719,315	341,000	11,315	343,337		9,331	4,336,576	1,247		97	382,740
August 1944	6,215,750	341,000	4,750	335,394		8,482	5,707,316	1,041		41	508,433
1943											
August	4,719,315	303,000	11,315	299,709		5,124	4,336,576	1,185		33	382,740
September	4,746,325	32,000	6,325	8,855		4,182	4,341,249	22,377		40	405,077
October	4,779,708	28,000	11,705	35,567		3,366	4,373,450	1,217		39	406,255
November	5,066,953	288,000	10,953	289,375		3,457	4,659,368	1,372		42	407,385
December	5,146,745	39,000	61,745	14,228	41,101	3,594	4,711,113	24,362	3,722	37	435,632
1944											
January	5,177,412	71,000	11,412	35,787		5,262	4,741,639	197		56	435,773
February	5,435,081	261,000	8,081	263,181		6,112	4,998,707	674		74	436,373
March	5,471,327	30,000	5,327	17,603		6,916	5,009,396	25,631		73	461,931
April	5,508,478	28,000	14,478	43,714		6,567	5,046,543	71		67	461,935
May	5,780,782	280,000	6,782	277,219		5,732	5,318,010	877		40	462,772
June	5,878,778	96,000	8,778	20,431	47,425	5,463	5,380,403	31,349	4,279	25	498,375
July	5,925,618	43,000	12,618	50,628		3,931	5,427,100	56		24	498,518
August	6,215,750	298,000	4,750	284,766		4,580	5,707,316	984		17	508,433

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance, in which are held moneys deposited by Railroad Retirement Board and from which Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Contains also separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments. Totals and balances derived from unrounded figures, therefore, may differ slightly from sums of rounded figures.

<sup>2</sup> Includes accrued interest.

<sup>3</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$106,012,000 of which \$111,000 was transferred from Kentucky account in July 1944.

<sup>4</sup> Includes transfers from railroad unemployment insurance administration fund amounting to \$38,030,880.

Source: Daily Statement of the U. S. Treasury.

## Recent Publications in the Field of Social Security\*

### Social Security Board

*Social Security Yearbook, 1943.* (Annual supplement, for the calendar year 1943, to the *Social Security Bulletin*.) Washington: U. S. Government Printing Office, 1944. 166 pp. including 143 tables, 18 charts, and index. 45 cents. Issues for earlier years are also on sale by the Superintendent of Documents, Government Printing Office, Washington 25, D. C., as follows: 1939 *Yearbook*, 50 cents; 1940 and 1941 *Yearbooks*, 70 cents each; 1942 *Yearbook*, 50 cents.

This fifth issue of the *YEARBOOK* reflects developments in social security and related fields in a year dominated more by war conditions than by factors which would normally have shaped these programs. In discussion of their setting in the national economy, social security payments to individuals are related to all other forms of income payments; employment and wages covered by social insurance and related programs are contrasted with changes in composition and wages of the entire labor force; and the effect of war is shown on social security financing in terms of insurance contributions collected, benefit payments, and trust fund accumulations as well as in amounts of expenditures, by source of funds, for insurance, assistance, and social services. This introductory section carries, for the first time, an analysis of the social security status of the population—an attempt to gauge the extent of threats to economic security and the extent to which these risks are met through existing public and private efforts.

Developments in old-age and survivors insurance and unemployment compensation are discussed in relation to those in other public programs designed to meet, through insurance methods, risks of old age, disability, survivorship, or unemployment. The analysis of public aid in 1943 describes the effect of unprecedented demand for labor on Federal emergency pro-

\*The inclusion of prices of publications in this list is intended as a service to the reader, but any orders must be directed to publishers or booksellers and not to the Social Security Board or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

grams established in the depression and on assistance rolls and payments under public assistance programs; changes in age, citizenship, and residence requirements of State programs are summarized in this section.

The impact of the war on unemployment benefit decisions is shown by an analysis of the effect of labor shortages on State interpretations of availability for work, voluntary leaving, and suitable work as revealed in decisions on appealed claims for benefits.

A brief chronology of significant legislative and administrative developments in 1943 follows these text sections. Basic reference tables, which constitute more than half the volume, parallel previous *YEARBOOKS* in giving series of data—and to the greatest extent possible, State distributions—on new and continuing information derived from program operations. This *YEARBOOK*, for example, is the first to present, by age group, race, sex, wage levels, insurance status, and patterns of employment, summary data from a continuous work-history sample of workers with old-age and survivors insurance wage credits in one or more of the years 1937-42.

### War and Social Services

ALABAMA. STATE DEFENSE COUNCIL. CHILDREN IN WARTIME COMMITTEE. *Services to Children; Handbook of Public, Private, and Lay Programs Serving the Children of Alabama.* Montgomery, 1944. 31 pp.

BUTLER, ALLEN M. "The Emergency Care Program for the Wives and Babies of Our Enlisted Men." *Medical Care*, Baltimore, Vol. 4, No. 3 (August 1944), pp. 213-217. \$1.

Criticizes attacks on this program by the American Medical Association and State and county medical associations.

"The Effects of General Mobilization on the Employment of Women in Germany." *International Labour Review*, Montreal, Vol. 50, No. 3 (September 1944), pp. 335-351. 50 cents.

ELIOT, MARTHA M. "The EMIC Program for Wives and Infants of Enlisted Men." *State Government*, Chicago, Vol. 17, No. 9 (September 1944), pp. 404-406. 35 cents.

An account of the program.

LIPPMAN, LEOPOLD. "When the Veteran Comes Home." *New Republic*, New York, Vol. 111, No. 10 (Sept. 4, 1944), pp. 272-274. 15 cents.

Comment on the rehiring provisions of the Selective Training and Service Act of 1940 and a brief review of measures which might ease the immediate post-war unemployment problem.

MAGNUS, ERNA. "Social Insurance in Nazi-Controlled Countries." *Proletarian Science Quarterly*, New York, Vol. 59, No. 3 (September 1944), pp. 388-419. \$1.

Surveys legislation on insurance against old age, disability, and sickness in the occupied, annexed, and quasi-annexed territories. The chief source is the official *Reichsarbeitsblatt*.

MEYER, AGNES E. *Journey Through Chaos*. New York: Harcourt, Brace and Co., 1944. 388 pp. \$3.

The author visited 27 key production centers in 18 States, investigating industrial relations, manpower, housing, delinquency, personnel problems, race relations, and the general effect of war on personal and family problems; concludes that "our whole machinery of social defense is outmoded on a Federal, State and local level" but that "the moral conscience of America is awakening." Formation of a Federal Department of Public Welfare is among the reforms urged. The articles appeared in *The Washington Post*, and most of them were printed in *America's Home Front*, published last year by that newspaper.

NATIONAL SOCIAL WORK COUNCIL. *Men and Women Discharged From the Armed Forces; Addresses . . .* New York City, January 7, 1944. New York: The Council, 1944. 12 pp. Processed. 10 cents.

Contains two papers: one on the casualties, demobilization, and governmental planning of the first World War, as compared with today's conditions; the other a discussion of the ex-serviceman and woman now returned to the local community.

ROOSEVELT, FRANKLIN D. *Foreign War Relief Operations; Communicative . . . Transmitting a Cumulative Report of the American Red Cross of Refugee and Foreign War Relief Operations From July 1, 1940, Through April 30, 1944*. Washington: U. S. Government Printing Office, 1944. 85 pp. (78th Cong., 2d sess., S. Doc. 228.)

Brief narrative report, by country, with detailed statistics of supplies shipped to each.



"Sources of Wartime Labor Supply in the United States." *Monthly Labor Review*, Washington, Vol. 59, No. 2 (August 1944), pp. 264-278. 30 cents.

U. S. CONGRESS. HOUSE. SPECIAL COMMITTEE ON POST-WAR ECONOMIC POLICY AND PLANNING. *Economic Problems of the Reconversion Period*. Fourth Report. Washington: U. S. Government Printing Office, 1944. 79 pp. (78th Cong., 2d sess., H. Rept. 1855.) 15 cents.

The questions considered by the Committee include transitional unemployment and reemployment, public works, and the role of Government in post-war adjustment.

U. S. OFFICE OF WAR MOBILIZATION. RETRAINING AND REEMPLOYMENT ADMINISTRATION. *Your Rights and Benefits; A Handy Guide for Veterans of the Armed Forces and Their Dependents*. Washington, 1944. 20 pp. Free.

U. S. WAR MANPOWER COMMISSION. BUREAU OF PLACEMENT. VETERANS' EMPLOYMENT SERVICE. *Tenth Annual National Conference, Veterans' Employment Representatives*. St. Louis, Missouri, May 28-June 1, 1944. [Washington] 1944. 156 pp. Processed.

Recent problems, policies, legislation, and planning for veterans' services at local, State, and national levels.

### General

ANGERS, FRANCOIS-ALBERT. "French Canada and Social Security." *Canadian Journal of Economics and Political Science*, Toronto, Vol. 10, No. 3 (August 1944), pp. 355-364. \$1.

A generally critical analysis of compulsory social insurance, which declares that "because the problem of social security goes to the root of our cultural problem in its most delicate aspect, the religious one, we cannot agree to entrusting to the non-Catholic majority of this Dominion the role of giving us such a [national] system."

"Average Earnings and Working Hours in the Principal Industries at January, 1944." *Ministry of Labour Gazette*, London, Vol. 52, No. 8 (August 1944), pp. 126-134. 6d. Analysis of information obtained in a survey made by the Ministry of Labour and National Service. Shows average adult male weekly earnings of 123s. 6d. (about \$24.70) for a 52-hour week—the average in all industries.

CONGRESS OF INDUSTRIAL ORGANIZATIONS. *Final Proceedings of the Sixth Constitutional Convention . . . 1943*, Philadelphia, Pa. Washington: Congress of Industrial Organizations, 1944. 348 pp. Includes resolution on social security.

CZECHOSLOVAK MINISTRY OF SOCIAL WELFARE, LONDON. *Labour Legislation in the Czechoslovak Mining Industry*. London: New Europe Publishing Co., Ltd., 1944. 44 pp.

With a section on social insurance for miners.

*The Economic Almanac for 1944-45; A Handbook of Useful Facts About Business, Labor and Government in the United States and Other Areas*. New York: National Industrial Conference Board, 1944. 447 pp. Includes data on social security, standard of living, labor force, and population.

FENSEL, ALDEN C. "\$60 at 60 on November Ballot." *Tax Digest*, Los Angeles, Vol. 22, No. 9 (September 1944), pp. 293-295 ff. 25 cents.

Describes and criticizes the Townsend-sponsored proposal on the California ballot to impose a 3-percent gross income tax and repeal the State sales tax. Almost identical proposals were voted on in Arizona, Oregon, and Washington.

GREAT BRITAIN. BRITISH INFORMATION SERVICES. *Britain's New Social Insurance Plan; A Comparison With the Beveridge Report*. New York, Washington, etc.: The Services, Sept. 26, 1944. 6 pp. Processed. Free.

Briefly points out the agreements and differences between the Beveridge report and the British Government proposals of Command Paper 6550, noted below.

GREAT BRITAIN. BRITISH INFORMATION SERVICES. *Social Insurance in Britain; A Summary of the White Paper on Social Insurance*. New York, Washington, etc.: The Services, Sept. 27, 1944. 8 pp. Processed. Free.

An explanation of Command Paper 6550.

GREAT BRITAIN. MINISTRY OF RECONSTRUCTION. *Social Insurance, Including Industrial Injury Insurance; Brief Guide to the Government's Plan*. London: H. M. Stationery Office, 1944. 31 pp. 3d. An explanation in simple terms, with many pictorial charts, of the social insurance proposals published in September 1944 as Command Papers 6550 and 6551. See the following item.

GREAT BRITAIN. MINISTRY OF RECONSTRUCTION. *Social Insurance. Part I—[General, and Family Allowances]; Part II—Workmen's Compensation; Proposals for an Industrial Injury Insurance Scheme*. 2 vols. London: H. M. Stationery Office, September 1944. (Cmd. 6550, 6551.) Part I, 64 pp. 6d. Part II, 31 pp. 3d. (To be published in the United States by Macmillan Co.)

Part I proposes sharp increases in the benefit rates of all types of social insurance, with higher contributions. "The scheme will include everybody," and special attention is given to working out satisfactory arrangements for married women and widows. Family allowances would be paid for all children after the first and financed through general taxation. The first legislation planned is to establish a Ministry of Social Insurance, to which responsibility for the existing programs will be transferred in advance of a bill to incorporate the recommendations of this paper. A memorandum by the Government Actuary on the financial aspects of the proposals appears as an appendix. Part II, on workmen's compensation, calls for a "complete change of system," broadly similar to the Beveridge recommendations but with important variations. It scraps the principle of liability on the individual employer and sets up a program along social insurance lines, under the general supervision of the Ministry of Social Insurance.

These papers complete the British Government's initial action on the Beveridge report by outlining a social insurance and family allowance system. Policies on national health and on maintaining employment were previously set forth in Command Papers 6502 and 6527, summarized in the BULLETIN in March and September 1944, respectively.

"Highlights of West Coast Bills." *Townsend National Weekly*, Chicago, Vol. 10, No. 34 (Sept. 9, 1944), pp. 1-2. 5 cents.

Concise outlines of the Townsend-sponsored old-age pension measures in Arizona, California, Oregon, and Washington.

INTERNATIONAL LABOR CONFERENCE, 26th, PHILADELPHIA, 1944. *Recommendations Adopted by the International Labor Conference; Message From the President of the United States Transmitting an Authentic Copy of the Recommendations . . .* Washington: U. S. Government Printing Office, 1944. 89 pp. (78th Cong., 2d sess., H. Doc. 671.)

Gives the total vote of the Conference delegates and of the United States delegates on each recommendation.

INTERNATIONAL LABOR OFFICE. *The T. V. A.: Lessons for International Application*. By Herman Finer. Montreal: The Office, 1944. 289 pp. (Studies and Reports, Series B, No. 37.) \$1.50.

LINTON, M. ALBERT. "Social Security—Today and Tomorrow." *Special Libraries*, New York, Vol. 35, No. 6 (July–August 1944), pp. 256–264. 50 cents.

A selective evaluation of proposed changes and of the nature and function of social security.

MUNTZ, EARL E. *Social Security; An Analysis of the Wagner-Murray Bill*. New York and Washington: American Enterprise Association, Inc., 1944. 102 pp. (National Economic Problems, No. 401.) 50 cents.

A detailed critical analysis, with arguments for and against each of the general propositions. Well indexed, with a list of bills on social security and veterans' legislation introduced in the 78th Congress.

NEWARK, N. J., HOUSING AUTHORITY. *Migrant War Workers in Newark*. Newark: Housing Authority of the City of Newark, April 1944. 31 pp. Some significant characteristics—age, sex, size of family, place of origin, occupational skills, etc.—of approximately 20,000 persons who had moved to Newark between December 7, 1941, and October 1, 1943.

"Railroad Retirement Board Operations, 1943–44." *Monthly Review of the Railroad Retirement Board*, Chicago, Vol. 5, No. 7 (August 1944), pp. 119–137. Processed.

"Social Insurance Regulations in Paraguay." *International Labour Review*, Montreal, Vol. 50, No. 3 (September 1944), pp. 391–393. 50 cents.

SOCIAL SECURITY ACTION COMMITTEE (SOUTH AFRICA). *The Book of Social Security; A Handbook of Social and Economic Reconstruction for South Africa*. Durban, S. A.: Published by the Knox Publishing Company for the Social Security Action Committee, August 1942. 78 pp.

Contains information on health and social problems in South Africa. The social security program advocated would cover the entire population by a system of cash payments and services in kind.

SOUTH AFRICA. SOCIAL SECURITY COMMITTEE. *Report of the Social Security Committee and Report No. 2*

*of the Social and Economic Planning Council Entitled: Social Security, Social Services and the National Income*. Pretoria: Government Printer, 1944. 112 pp. 6s.

The Committee reports in full on existing insurance and assistance measures and advocates expansion to provide old-age and invalidity pensions, unemployment benefit, sickness benefit, mother's or widow's benefit, dependents' allowances, and family allowances. Differentiation is made among Europeans, colored and Asiatics, and natives. The Council's report deals chiefly with recommendations in the fields of nutrition and education and has an extensive discussion of financial measures.

SULLIVAN, J. R. *The People's Charter: A Social Security Act for South Africa*. Durban, S. A.: Knox Publishing Company, November 1943. 49 pp.

The author, a member of the South African Parliament, regards social security as a way of using national resources to spread the national wealth more equitably over all family units. His proposals would provide for assurance of employment, farm security, nutrition, housing, national health services, war-service rehabilitation, social insurance, an industrial bank, and a Social Security Department to administer a single act covering these operations.

SULLIVAN, J. R. *Social Security; Basis of Reconstruction*. 2d edition. Durban, S. A.: Knox Publishing Company, 1943. 60 pp.

Urges a strong social security program as South Africa's first and most important step in long-range reconstruction to include cooperative measures for agriculture, industry, and finance.

TASMANIA. SOCIAL SERVICES DEPARTMENT. *Social Services and Children of the State Department; Report for 1942–43*. Hobart: Government Printer, 1944. 15 pp.

U. S. BUREAU OF THE CENSUS. *County Finances, 1942; Compendium*. Washington: U. S. Government Printing Office, 1944. 490 pp. Processed. \$1.

Statistics of finance, population, and other significant data, by county. Shows public welfare expenses in 1942, grouped under general relief, categorical assistance, and institutional care.

"What Is the ILO?" *Fortune*, New York, Vol. 30, No. 3 (September 1944), pp. 160–164 ff. \$1.

A description of the International

Labor Organization and its activities, with an account and evaluation of the Philadelphia Conference.

WOODWARD, ELLEN S. *Social Security for Children*. Address, National Conference of Childhood and Youth, New York, May 24, 1944. Washington: Social Security Board, Informational Service, 1944. 5 pp. Processed. Free.

Considers the insurance and assistance programs, with comment on proposed health insurance.

### Old-Age and Survivors Insurance

LUTZ, HARLEY L. "Social Security." *Tax Review*, New York, Vol. 5, No. 2 (February 1944), pp. 7–10.

A critical analysis of the present method of financing old-age and survivors insurance, with suggestions for assessing contribution rates on a current (5-year) basis in the amount required to cover benefits and administrative costs.

MILWAUKEE. ANNUITY AND PENSION BOARD. *Employees' Retirement System of the City of Milwaukee; Sixth Annual Report of the Annuity and Pension Board, December 31, 1943*. Milwaukee, 1944. 24 pp.

NEW YORK CITY. TEACHERS' RETIREMENT BOARD. *Twenty-Sixth Report . . . Fiscal Year 1942–43*. New York, 1944. 40 pp.

"Tax Cost of Retirement Benefits." *Monthly Review of the Railroad Retirement Board*, Chicago, Vol. 5, No. 7 (August 1944), pp. 114–118. Processed.

A study of the fiscal aspects of the railroad retirement system, with data on the tax increases necessary for each of 10 proposed amendments to the present law. Has some unemployment insurance material.

U. S. BOARD OF ACTUARIES OF THE CIVIL SERVICE RETIREMENT AND DISABILITY FUND. *Twenty-Third Annual Report . . . Fiscal Year June 30, 1943*. Washington: U. S. Government Printing Office, 1944. 25 pp.

### Employment Security

ARNOLD, SAM. *Planned Dovetailing of Seasonal Employment; An Approach to the Problem, With Application to Cuyahoga County, Ohio*. Columbus: Bureau of Business Research, College of Commerce and Administration, Ohio State University, 1944. 51 pp. (Bureau Research Monograph No. 35.)

"Dovetailing of employment takes place when two or more employers co-

operate . . . by interchanging employees during the employers' complementary peak and slump periods of employment during the year." General findings that have been made on the subject are noted and procedures suggested for employers who may wish to carry out such a program. Lower unemployment taxes are noted as an incentive for this type of stabilization.

BEATTIE, J. R. "Some Aspects of the Problem of Full Employment." *Canadian Journal of Economics and Political Science*, Toronto, Vol. 10, No. 3 (August 1944), pp. 328-342. \$1.

After analyzing the value of sound taxation and public works in helping to solve the post-war Canadian employment problem, the author declares that adequate social security expenditures are generally the best method of achieving full employment.

"Changes in the Employer File." *Statistical Bulletin* (Washington Office of Unemployment Compensation and Placement), Olympia (?), Vol. 1, No. 1 (May 1944), pp. 1-6. Processed.

"Business births and deaths" in the State of Washington. This new monthly bulletin contains special articles and reports on major activities.

"Estimated Employment and Unemployment Within Industry Divisions." *Statistical Bulletin* (Washington Office of Unemployment Compensation and Placement), Olympia (?), Vol. 1, No. 2 (June 1944), pp. 1-3. Processed.

Reveals the relative stability of employment in the State's industries.

"Industrial Distribution of Benefit Payments, Years 1941-1943." *Joint Quarterly Statistical Bulletin* (U. S. Employment Service for Massachusetts and Massachusetts Division of Employment Security), Boston, April-June 1944, pp. 3-4. Processed.

JONES, J. H. "Local Unemployment." *The Accountant*, London, Vol. 111, No. 3634 (July 29, 1944), pp. 56-57. 1s.

Discusses the distribution of industry and labor, with reference to statements in the British Government's White Paper on Employment Policy.

"1943 Unemployment Compensation Contributions \$50 Million Lower Because of Variable Rates." *Illinois Labor Bulletin* (Illinois Department of Labor), Chicago, Vol. 5, No. 1 (July 31, 1944), pp. 4-6.

Shows the effect on the Illinois trust fund of the first year's operation of experience rating and war-risk rates.

POLLACK, OTTO. "Discrimination Against Older Workers in Industry." *American Journal of Sociology*, Chicago, Vol. 50, No. 2 (September 1944), pp. 99-106. \$1.

A study of census age and unemployment data which concludes that discrimination "is very small indeed."

U. S. BUREAU OF THE CENSUS. *Sixteenth Census of the United States: 1940; Population, Estimates of the Labor Force, Employment, and Unemployment in the United States, 1940 and 1930*. Washington: U. S. Government Printing Office, 1944. 18 pp. Processed. 15 cents.

Data for the country as a whole, by sex and age groups, with discussions of methodology.

### Public Welfare and Relief

"Characteristics of Assistance Recipients." *Pennsylvania Public Assistance Review*, Harrisburg, Second Quarter 1944, pp. 1-15. Processed.

CORSON, JOHN J. "Obstacles to Progress in Public Welfare." *Public Welfare*, Chicago, Vol. 2, No. 9 (September 1944), pp. 210-213. 50 cents.

Finds that full evolution of the public social services is handicapped within the welfare field by failure to educate the public, by clinging to existing techniques, and by competing with other welfare groups. Outside the profession, the American distrust of Government is regarded as the chief obstacle.

COUNCIL OF SOCIAL AGENCIES, CHICAGO. *Social Service Year Book, Chicago, 1943*. Chicago: The Council, 1944. 86 pp.

A report on the work of social agencies in Chicago which also includes the main statistics of public welfare bodies, by type of service.

"A Family Allowances Act in Ireland." *International Labour Review*, Montreal, Vol. 50, No. 3 (September 1944), pp. 397-398. 50 cents.

Summarizes 1944 legislation for noncontributory family allowances without means test but linked to income tax deductions.

GUCKENHEIMER, LUDWIG. "1944 Social Legislation in Louisiana." *Conference Comments* (Louisiana Conference of Social Welfare), Monroe, Vol. 3, No. 1 (June 1944), pp. 3-13. 75 cents a year.

"How the Public Assistance Dollar Is Spent." *Alabama Social Welfare*, Montgomery, Vol. 9, No. 8 (August 1944), pp. 5-8.

Shows by general discussion and examples the "human side behind the budgetary deficits."

"Increased State Aid for Mothers and Children in the U. S. S. R." *International Labour Review*, Montreal, Vol. 50, No. 3 (September 1944), pp. 396-397. 50 cents.

A summary of the Decree of July 8, 1944.

IRWIN, ROBERT B. *A Handicap Allowance for the Blind*. New York: American Foundation for the Blind, 1944. 8 pp.

Specific suggestions for amending the Social Security Act to provide insurance and assistance for the blind in an amount that will take care of the special expenses of blindness.

MAXTED, MATTIE CAL. *Public Welfare visor's Job in a Public Agency*. *Public Welfare*, Chicago, Vol. 2, No. 9 (September 1944), pp. 220-223. 50 cents.

MAXTED, MATTIE CAL. *Public Welfare Services in Arkansas*. Fayetteville: University of Arkansas, Bureau of University Research, June 1, 1944. 27 pp. (Research Series, No. 2.)

RUSTERHOLZ, ARTHUR. "Court Decisions on Relief." *Social Welfare Review* (Minnesota Division of Social Welfare), St. Paul, Vol. 6, No. 1 (June 1944), pp. 3-4.

Reviews two decisions by the Minnesota courts on cases involving the township system of relief. Both cases were concerned with the question of residence, and both were decided in favor of the persons receiving aid.

SPENCER, SUE. "Supervision of a Metropolitan Agency: A Case Report." *Public Welfare*, Chicago, Vol. 2, No. 9 (September 1944), pp. 224-228. 50 cents.

Administrative relationships in public welfare in the city of New Orleans, the Parish (County) of Orleans, and the State of Louisiana.

STEPHENS, ANNE. "A State Agency Examines Its Medical Care Policies and Practices in Public Assistance." *Public Welfare*, Chicago, Vol. 2, No. 9 (September 1944), pp. 214-219. 50 cents.

Developments in the New Hampshire Department of Public Welfare in making medical care available to persons in receipt of assistance.

STOVES, MILDRED. "Reporting by a Public Assistance Agency." *Tennessee Public Welfare Record*, Nashville, Vol. 7, No. 8 (August 1944), pp. 2-5 ff.

Some principles and techniques of sound public relations.



WICKENDEN, ELIZABETH. "Organizational Problems of Public Welfare." *Public Welfare*, Chicago, Vol. 2, No. 9 (September 1944), pp. 209 ff. 50 cents.

An editorial urging unification of Federal welfare within the Federal Security Agency and an adequate plan under which "the Federal Government would extend financial aid to meet every need."

### Health and Medical Care

AVNET, HELEN HERSHFIELD. "Voluntary Medical Insurance in Southern Ontario." *Medical Care*, Baltimore, Vol. 4, No. 3 (August 1944), pp. 218-220. \$1.

"Canada's Social Security Programme." *International Labour Review*, Montreal, Vol. 50, No. 3 (September 1944), pp. 386-391. 50 cents.

Outlines measures for a new department of national health and welfare and for health insurance (bill of July 28, 1944) and describes health programs in the Provinces of Ontario and Saskatchewan.

COLLINS, SELWYN D. *The Incidence of Illness and the Volume of Medical Services Among 9,000 Canvassed Families (A Collection of 23 Reprints)*. Washington: U. S. Government Printing Office, 1944. Various paging.

Collects in one volume the analyses made by the Public Health Service during the past 10 years of the schedules obtained in the 1928-31 survey made by the Committee on the Costs of Medical Care.

GAFARER, W. M. "Studies on the Duration of Disabling Sickness. V—Frequency of Short-Term Absences and Its Relation to Total Frequency." *Public Health Reports*, Washington, Vol. 59, No. 33 (Aug. 18, 1944), pp. 1077-1085. 5 cents.

GOVER, MARY, and YAUKEY, JESSE B. "Physical Impairments of Members of Low-Income Farm Families—11,490 Persons in 2,477 Farm Security Administration Borrower Families, 1940. I—Characteristics of

the Examined Population. II—Defective Vision . . . and Other Chronic Eye Conditions." *Public Health Reports*, Washington, Vol. 59, No. 36 (Sept. 8, 1944), pp. 1163-1184. 5 cents.

First in a series.

"Health Services in Canada; Report of Medical Procurement and Assignment Board." *Labour Gazette*, Ottawa, Vol. 44, No. 7 (July 1944), pp. 830-832. 20 cents a year.

"The Incomes of Physicians; A Comparison of Published Studies." *Medical Care*, Baltimore, Vol. 4, No. 3 (August 1944), pp. 221-227. \$1.

"The International Labor Organization on Sickness Insurance." *Journal of the American Medical Association*, Chicago, Vol. 126, No. 1 (Sept. 2, 1944), pp. 32-33. 25 cents. Recommendations from the Philadelphia Conference, with brief comment.

JARRETT, MARY C. *Care of the Chronically Ill of Cleveland and Cuyahoga County; A Brief Report on the Essentials of a Community Program and the Present Resources of the City and County*. Cleveland: Benjamin Rose Institute, May 20, 1944. 51 pp. Processed.

MACLACHAN, JOHN M., and DETAMBLE, FORBES R. "Florida's Medical Care Resources." *Economic Leaflets* (College of Business Administration, University of Florida), Gainesville, Vol. 3, No. 6 (May 1944), pp. 1-4.

"Medical Education in the United States and Canada." *Journal of the American Medical Association*, Chicago, Vol. 125, No. 16 (Aug. 19, 1944), pp. 1099-1142. 25 cents. Includes statistics and descriptive material on all the approved medical schools.

"Medical Services in Continental Countries." Series, *British Medical Journal Supplement*, London, as follows: "2—Poland," July 15, 1944, pp. 13-14, and July 22, pp. 17-18; "3—Denmark," Aug. 12, pp. 33-34; "4—Yugoslavia," Aug. 19, pp. 39-40. 1s. a copy.

Each of the surveys appearing to date has discussed public health services and health insurance in the respective countries.

POLITICAL AND ECONOMIC PLANNING. *Medical Care for Citizens*. London: P E P; New York: New Republic, 1944. 55 pp. (*Planning*, No. 222.) 50 cents.

Deals with the Ministry of Health proposals for a national health service and contains suggestions for strengthening the proposed program.

ROBERTS, KINGSLEY. "What Postwar Practice Do Doctors Want?" *Medical Care*, Baltimore, Vol. 4, No. 3 (August 1944), pp. 203-205. \$1.

Comment on results of a questionnaire conducted by the American Medical Association among 3,000 physicians of the 45,000 on duty with the Army, Navy, Public Health Service, and Veterans Administration.

ROREM, C. RUFUS. *Blue Cross Hospital Service Plans*. 2d edition. Chicago: American Hospital Association, Hospital Service Plan Commission, March 1944. 88 pp. 50 cents.

"Description and appraisal of a nation-wide program for the distribution of adequate hospital care on a non-profit, non-political basis," by the director of the Hospital Service Plan Commission.

SMITH, R. W. "Challenges in State Plan." *Insurance Index*, Chicago, Vol. 6, No. 8 (August 1944), pp. 9 ff. \$3 a year.

Cash sickness insurance in Rhode Island, discussed by a private insurance executive.

STURGES, GERTRUDE. "Medical Services Under Public Welfare Departments; Some Recent Advances." *Medical Care*, Baltimore, Vol. 4, No. 3 (August 1944), pp. 206-211. \$1.

Information on plans and operations in New York, Massachusetts, and Connecticut, supplemented by briefer material on other States. Discusses the possibility of Federal action to match funds spent in direct payment for medical care.



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